

Law Enforcement News

Vol. XXII, No. 445

A publication of John Jay College of Criminal Justice/CUNY

May 15, 1996

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Money matters for Indian policing

Budget cuts stretch BIA, foster tribal police forces

By Jacob R. Clark
(Second of three parts.)

Law enforcement on American Indian reservations, long the purview of the Interior Department's Bureau of Indian Affairs, is a system in the throes of drastic change brought on by budgets and resources that are shrinking against a backdrop of rising crime and a growing movement among tribes to start their own police forces.

BIA law enforcement officials are girding for budget shortfalls that they believe will make even harder their already unenviable task of trying to control skyrocketing crime on reservations. Already hampered by a lack of manpower, outdated equipment and facilities and an exodus of officers for higher-paying, less taxing jobs with other law enforcement agencies, officials say they're just treading water in the fight against crime.

"Funding for the force has been depleted, and it's down to little or nothing here. It's tough to keep on top of things," said Robert Pease, supervisory criminal investigator for the Pima Agency Branch of Criminal Investigations, a 12-officer police force administered by the BIA that serves the Gila River Indian reservation in Arizona. Pease said the agency, which routinely

fields just one or two officers to patrol the 80-square-mile reservation, is eagerly awaiting the hiring of 20 new officers that will be funded by the tribe's gambling revenues.

Pease, a member of the Crow Indian tribe in Montana who has worked at the Pima Agency for about three years, said the new officers represent a much-needed boost that will ease but not solve the agency's resource shortfalls. "This is the busiest reservation in the entire Indian Country," he told Law Enforcement News. "They need at least 30 to 40 officers out here to deal with the problems."

A Universal Pinch

Even officials of tribal police agencies that have been largely autonomous from the Federal Government, such as the Law Enforcement Division of the Navajo Nation Department of Public Safety, say they're feeling the pinch of scarce resources. The agency's 273 officers, who have state, tribal and Federal jurisdiction on a sprawling reservation that straddles Arizona, New Mexico and Utah, are struggling to maintain order in the area, which is home to more than 200,000 people, said Capt. Leonard T. Butler, acting chief of the agency, the largest tribal police department in the nation.

"We're very short-handed right now. To have 273 officers try to cover 25,000 square miles — it's very taxing on our budget and our people," said Butler, who added that Navajo officials are trying to cobble together funds from the BIA and the tribe's general fund to fill nearly 100 unfilled positions that have been left vacant through attrition. The vacancies have hobbled the agency's efforts against the alcohol-related offenses — everything from drunken driving to homicide — that make up the bulk of the agency's caseload and the rising rate of gang-related crimes, said Butler, a 24 year law enforcement veteran.

At press time, BIA police and tribal police officials were anxiously awaiting news from Washington about 1996 and 1997 levels of "tribal priority allocations," from which funding for Indian Country law enforcement programs are drawn. In 1995, \$80 million was allocated to BIA and tribal law enforcement agencies, but the following year funding was slashed to \$68 million. President Clinton's budget for fiscal year 1997 calls for an increase to \$84 million.

"Things look a lot better than they did in September," said James McDivitt, acting

Continued on Page 18

Damning report on LAPD training draws heated reaction from brass

A top Los Angeles police official is challenging some of the findings in a report that says the Police Department's training program is plagued with problems that may prevent it from adequately preparing the hundreds of new recruits expected to join the agency in the near future.

"The training issues identified in the report are more of an in-service nature, which we have traditionally not been able to support," Cmdr. Tim McBride, the department's chief spokesman, told Law Enforcement News this month. "We've always done a good job with recruit training. We have one of the longest recruit training programs in the country — seven months — and we're talking about even making it eight months."

McBride was responding to a litany of training shortcomings cited in a report prepared by Blue Marble Partners and Decision Management Asso-

ciates, two Los Angeles-area consulting firms. The massive report, which was released last month, was commissioned by the city at the request of Mayor Richard Riordan to examine the Police Department's support divisions. It comes amid contentious negotiations between the Mayor and City Council on Riordan's \$4-billion spending plan that calls for hiring 710 new officers during fiscal year 1997.

The Riordan public-safety plan would eventually add 3,000 police officers to the 8,900-officer agency by 1998 to blunt the effects of past attrition and a wave of retirements. But the report's analysis of the LAPD's lackluster training program suggests the agency is not able to adequately train hundreds of new recruits, and recommended that "either the goals of the [plan] be adjusted or the LAPD develop special training to increase the number of qualified [field training officers] or a reexamination be com-

pleted to modify the current recruit training process."

Among the report's major findings in the training arena:

1 Recruits' test scores for overall mastery of the Police Academy curriculum and general reading ability have fallen below the state average every year but one since 1989. The falling scores have occurred even though recruits undergo far more instruction time than state standards require and despite the fact that there was no expansion of the force during most of this period. The report suggests that the "overall quality of applicants being selected for the academy... and the possible lack of experience of the training officers themselves" may be to blame.

McBride countered that LAPD recruits overall have outstanding scores on the general comprehensive test required by the state Commission on Peace Officers Standards and Train-

ing. "Most departments give the general comprehensive test...three times; we give it once and we don't remediate that," he said. "We do remediate the 28 tests we spend our time and focus on because we think it's a truer measure" of recruits' abilities.

"I have met with POST officials, who say we have one of the best [training programs] in the country. They admit we don't fare very well in the comprehensive test, but on the 28 tests we fare very well," McBride said.

1 About 31 officers have repeatedly failed firearms qualifying tests but remain assigned to LAPD field operations. The so-called "Chronic 31," a group of officers hired in the late 1980s and 1990s, regularly fail to qualify with their 9mm. weapons, but avoid the disciplinary action taken against other officers who consistently fail to qualify. The "Chronic 31," "as well as other nonqualifiers," the report said,

Continued on Page 15

What They Are Saying:

"It would blow Josef Stalin's mind that American colleges and law enforcement agencies would be training Russians in 1996."

— Dr. Gerald W. Lynch, president of John Jay College of Criminal Justice, at ceremonies marking the first anniversary of the International Law Enforcement Academy in Budapest, Hungary. (8:3)

Cost of crime (not including drugs) said to top \$450 billion

Crime costs the United States at least \$450 billion a year, with child abuse and domestic violence accounting for almost one-third of the total, according to a study sponsored by the National Institute of Justice.

"Victim Costs and Consequences: A New Look," is said to be the first attempt to gauge the cost of child abuse and domestic violence, murder,

rape, robbery and arson, as well as non-violent crimes such as burglary and motor-vehicle theft. It also measures out-of-pocket expenses such as legal fees, time lost from work, the cost of investigating crimes, and intangibles such as pain, fear and suffering experienced by victims or their survivors.

The estimates exclude costs that

may be linked to white-collar offenses or drug crimes, nor does the study include the costs of running jails and prisons, and probation and parole programs, which would add about \$40 billion to the total.

"This study is really a groundbreaking effort to look at this as a social cost — the toll [crime] takes on

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Around the Nation

Northeast



CONNECTICUT — Granby Police Officer Bradford Biede, 30, was fired last month after being accused of tipping off an employee at a convenience store where drug activity was suspected.

DELAWARE — Police say turf wars between rival drug gangs are contributing to an increase in shootings in Wilmington. There were 32 shootings in the city through the first four months of 1996, compared to nine in the same period last year.

DISTRICT OF COLUMBIA — Police Chief Larry Sotlsby has cut in half a team of 16 police investigators who had seized \$13 million in illegal drugs last year, after realizing that most of the contraband was not headed for the District. Sotlsby, who has been forced by budgetary constraints to make a number of decisions unpopular with the rank-and-file, said his first responsibility was keeping drugs off the streets of the city. Federal agents called his decision shortsighted.

MAINE — Figures released last month show that police in the state handled 4,412 domestic violence cases in 1995 — an average of roughly 12 a day — for a total that fell just short of the 1993 record of 4,417. Advocates for battered women attribute the rise to increased awareness rather than an increase in abuse.

MARYLAND — Frederick County officials have begun supplying domestic violence victims with pendants that can transmit silent alarms to notify police that the victim is in trouble.

Judges can consider previous incidents of abuse when deciding on domestic abuse restraining orders, an appeals court ruled April 17.

MASSACHUSETTS — The Weld Administration said it will take action to ensure that convicted criminals are no longer approved as foster parents. During 1994-1995, 115 criminals were approved, including kidnappers, wife beaters and drug dealers.

The state Supreme Court ruled April 25 that house arrest is insufficient punishment for a person found guilty of possessing an unlicensed gun. A mandatory minimum sentencing law calls for a year in jail.

The State Police Association of Massachusetts is claiming vindication following the May 3 release of a highly critical consultant's report on the management of the State Police. The association in January 1994 and January 1996 voted no confidence in the agency's former commander, Col. Charles P. Henderson.

The City of Boston has agreed to a \$1-million settlement with the widow of the Rev. Accelyne Williams, a 75-year-old minister who suffered a fatal heart attack two years ago when police wrongly identified his apartment as a drug den and broke into the apartment. It is the largest settlement ever agreed to by the city in a wrongful-death suit involving the police.

A Norwell man who was suffering a stroke when troopers stopped him while driving, assuming he was drunk, is suing the State Police for \$30 million. Richard Kelly, who is partially paralyzed, claims police held him for seven hours without medical care.

NEW JERSEY — Investigators are

looking into whether Christopher Kerins, a suspended Trenton police detective who is being held in Cincinnati on drug and bank robbery charges, could have been responsible for other bank robberies done by the "Camouflage Bandit" Kerins, 39, who says he became addicted to heroin after fatally shooting a suspect in the line of duty, was arrested after leading police on a six-mile chase following a bank robbery in a Cincinnati suburb. Kerins was linked with three other robberies in the area.

Teaneck Police Officer Robert Fisher, 27, was fatally shot April 19 while moonlighting as a security guard at a Sears store in Hackensack.

NEW YORK — New York City Police Commissioner Howard Safir is sending 24 internal affairs officers and a captain to monitor this year's Police Officers Memorial Service, which begins May 15 in Washington, D.C. Last year's ceremony was marred by police officers who engaged in a variety of drunken, raucous behavior; six officers either resigned or were fired as a result.

Rita Gluzman, a New Jersey woman accused of murdering her husband, hacking up the body and dumping it in the Passaic River with the help of her cousin, has become the first woman to be charged under a 1994 Federal law that makes traveling across state lines to commit domestic violence a Federal crime. Her husband, Yakov, lived in Pearl River.

Pelham Manor Police Det. Charles Schuta, 35, was killed April 15 after being hit by a truck on the New England Thruway as he was helping New York City police chase car thieves.

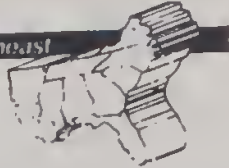
The New York City Police Department is teaming up with Family Court and the city Corporation Counsel to wage war on "serious young predators." A special seven-member detective squad works with the Corporation Counsel's office to ensure that Family Court prosecutors label the charges against young thugs as "designated felonies," guaranteeing that the case will not be sealed if the suspect is later rearrested.

Gov. George Pataki signed legislation May 1 that will recriminalize dozens of quality-of-life offenses that had been decriminalized last year as part of a budget proposal designed to save \$1 million and cut down on prison overcrowding. The budget proposal reduced about 40 such crimes from misdemeanors to violations.

Complaints against New York City police for illegal searches surged by 135 percent during the first two years of Mayor Rudolph Giuliani's "quality-of-life" crackdown, according to the Civilian Complaint Review Board's 1995 report, released in late April. Complaints of excessive force rose 61.9 percent.

PENNSYLVANIA — A monument was dedicated May 5 to Sgt. Ippolito Gonzalez, who last year became the first Franklin Township officer killed in the line of duty. The monument, funded through private donations, sits in front of the Franklin police station, about 150 feet from where Gonzalez was shot during a traffic stop.

Southeast



ALABAMA — Prison Commissioner Ron Jones last month proposed a radical idea — putting female inmates to work in chain gangs — and the idea promptly got him fired by Gov. Fob James. The proposal was denounced by women's rights advocates, who called the plan inhumane. Jones claimed that placing women in chain gangs would help defend the state against gender-discrimination lawsuits by male prisoners. Jones was succeeded by Joe Hopper, who said male prisoners will continue to work on chain gangs.

ARKANSAS — The Wackenhut Corp. of Florida was hired May 2 by the state corrections board to build two privately run prisons in Jackson County.

Little Rock crime statistics and other general information about the city's Police Department are now available on the Internet. The department's home page on the World Wide Web — <http://www.storefrontusa.com/lrp/lrp.htm> — will also offer links to the FBI's Top 10 Most Wanted list, as well as a variety of other home pages.

FLORIDA — All time off for good behavior will be eliminated for inmates under a new rule adopted last month by prison officials. Inmates convicted of violent crime will be required to serve at least 85 percent of their sentences.

State and local police agencies uprooted 102,075 marijuana plants worth an estimated \$102 million during 1995, according to a recent report.

A 10-year-old Bartow boy, Timmy Becton, was convicted of assault and kidnapping May 2 for aiming a shotgun at a deputy who brought a truant officer to his home. Becton also held his 3-year-old niece hostage.

GEORGIA — Federal officials have denied early reports that two men believed to be the leaders of a small militia group planned to build pipe bombs and set them off during the Olympics. Robert Edward Starr III and William James McCranie Jr. were both charged with conspiracy to possess unregistered explosive devices. The Georgia Republic Militia, which officials said has 11 to 15 members, apparently wanted to store the bombs to ward off government invasion.

LOUISIANA — Former New Orleans police officer Len Davis was convicted April 24 of arranging the death of Kim Groves, a woman who had filed a brutality complaint against him.

MISSISSIPPI — Hinds County Sheriff Malcolm McMillin will get \$344,000 to run the county penal farm, after he released 80 inmates last month due to a funding dispute.

NORTH CAROLINA — An appeals court ruled April 16 that a woman who bought Brazil nut chips made to look like crack cocaine is still guilty of drug possession, even though she didn't get what she paid for in an undercover drug deal.

TENNESSEE — Nearly 100 Federal and local police officers in the Chattanooga area, including Hamilton County Sheriff John Cupp, have been victimized by cellular phone bandits.

VIRGINIA — Richmond police last month formed Operation Golden Years to investigate the unsolved murders of 12 women ages 55 to 89 since 1990. The two most recent victims were slain April 23.



ILLINOIS — Gregory Clepper, a 28-year crack cocaine addict, has confessed to the murder of 12 Chicago women, many of them drug addicts and prostitutes, and stashing the latest victim in the closet until his mother could help him dispose of the body. Clepper, who allegedly killed the women after they protested his refusal to pay them, was caught after he bragged to a friend about killing Patricia Scott, 30, who was raped, strangled and dumped in a trash bin. Police said Clepper's mother and a friend, Eric Henderson, helped Clepper dispose of the body. They have been charged with concealing a homicide.

The Cicero Town Board last month passed an ordinance that authorizes police to seize and impound any vehicles with stereos that can be heard more than 75 feet away.

Forty-five of the new 88 Illinois State Police officers who graduated on April 19 are being funded through the Justice Department's Office of Community Oriented Policing Services.

A pilot project intended to cut down on harassing phone calls made by prison inmates was upheld April 29 by a Federal judge. Prisoners must provide the names and personal relationships of people they want to call collect.

INDIANA — In an effort to catch speeders whizzing through construction zones, State Police have begun driving yellow state utility pickup trucks.

Shelby County Deputy Sheriff Stacia Alyea, 35, died April 18 when her cruiser flipped over during a high-speed chase of a suspected drunken driver. Alyea was decorated recently for arresting the most drunken drivers last year.

KENTUCKY — A drug-sniffing dog with the Elizabethtown police last month found 885 pounds of marijuana stashed in a tractor-trailer filled with onions.

MICHIGAN — A Detroit jury said April 30 that it was sending a message to would-be batterers when it convicted 20-year-old Martell Welch of second-degree murder in the 1995 death of Deletha Word. Word, 33, leaped to her death off the Belle Isle Bridge and drowned after Welch brutally beat her and came after her with a tire iron following a traffic altercation. Some 40 people are believed to have witnessed the crime, but did nothing to intervene. Jury foreman William Brown said: "We wanted to make a statement to the young men of this city: You can't go around battering young ladies."



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St. Joseph County commissioners last month approved the levying of fines up to \$500 for parents who "reasonably should have known" their child was breaking the law.

Applications for concealed weapons permits have ballooned in Macomb County following prosecutor Carl Marlinga's statement that he will not require residents to prove they need the gun for protection.

Sparta police arrested a 16-year-old April 30 after receiving a videotape showing the youth repeatedly slashing a severed head with a butcher's knife and removing the brain. Police found the head, wrapped in plastic, outside the home of Frederico Cruz, a high school dropout with a criminal record, who admitted to bludgeoning to death and beheading a man he followed along the railroad tracks. Capt. Jack Christensen of the Kent County Sheriff's Department said the victim has been identified as David Lee Crawford, 17, an emotionally disturbed teen-ager who disappeared from a treatment center about 15 miles from where he was killed.

OHIO — The Hamilton County Coroner ruled last month that 42-year-old Darryl Price died from a combination of his own violent agitations and physical restraint while in police custody on April 4.

WEST VIRGINIA — Applications for concealed weapons are climbing after a court ruled last month that county sheriffs, not circuit judges, should monitor the process.

WISCONSIN — The Milwaukee Police Department gained 60 new officers on May 1, 33 of them funded through the Justice Department's Office of Community Oriented Policing Services.

The Fond du Lac City Council approved a new anti-loitering ordinance on April 25 that imposes fines of \$50 to \$500 on those who illegally loiter in a group or crowd on public streets, alleys, sidewalks or bridges.



IOWA — Des Moines Assistant Police Chief Nickolas Brown is retiring after 28 years on the job, but he'll be walking a new beat after having been named to head the state's crackdown on Medicaid and welfare fraud. Brown, 55, who created the Police Department's management information system, says it was his computer background and expertise that helped him beat out 220 other applicants for the post in a nationwide search.

Inmates at the Mount Pleasant Correctional Facility are not complaining about the disciplinary chain gangs that began May 1; in fact, they are volunteering. They say the outdoor chain-gang work in rural Henry County is so pleasant that the entire institution should be out there.

KANSAS — Eighty-eight percent of

judges answering a recent survey said juveniles should be spared the death penalty; 98 percent said juveniles should not be subjected to mandatory prison terms.

Gov. Bill Graves signed legislation April 10 that mandates prison sentences starting at 4-1/2 years for drunken drivers who kill.

MINNESOTA — Reports of firearms on school grounds in the state fell from 65 to 54 during the 1994-95 school year, but schools reported a 45-percent increase in knives.

Bloomington Police Sgt. Linda Miller was named Officer of the Year April 30 by the Minnesota Association of Woman Police Officers. Miller was appointed last year as director of the Minnesota Community Policing Institution.

MISSOURI A civil lawsuit was filed April 18 by a diabetic man, Jim King, who claims that at least four Lehanon police officers did not recognize that he was in insulin shock when they arrested him in his car.

MONTANA — The firing of Troy Police Chief Will Goyen, who was accused of having sex on duty in his squad car, was upheld April 22 by the state Supreme Court.



ARIZONA — An undercover investigation in the state prison system has led to 35 arrests for drug and weapons smuggling in a raid last month that targeted members of the Aryan Brotherhood prison gang.

COLORADO — The state Court of Appeals ruled April 18 that double jeopardy is not violated by the conviction of a man accused of drunken driving whose license has already been revoked because he refused a Breathalyzer test.

TEXAS — Investigators looking into the theft of \$50,000 from the Dallas Police Department's narcotics division are said to be focusing on seven police supervisors who had access to the unit's safe.

All 43 of the new San Antonio police officers who graduated on April 12 will be funded by the Justice Department's Office of Community Oriented Policing Services.

A former Houston police officer, Robert Fratta, 39, was sentenced to death April 23, one day after jurors found him guilty of murdering his wife during an ugly divorce.

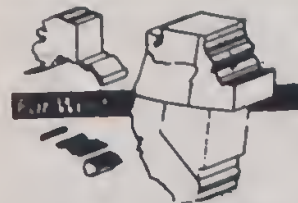
The Quadro Tracker, a device that its manufacturer claims can detect such items as firearms, explosives and drugs, can no longer be made or sold, under a permanent injunction issued April 22 by U.S. District Judge Thad Heartfield. Citing possible civil rights violations that could result from use of the device, Heartfield blasted the Quadro Tracker as a fraud, essentially echoing

the conclusion of the FBI, which said that the unit was nothing more than an empty plastic box. The Quadro Corp. of Harleyville, S.C., has sold about 1,000 of the devices to school districts and law enforcement agencies, at a price of up to \$8,000 each.

Houston School District Police Chief Bruce P. Marquis won the Democratic nomination for Harris County sheriff in April, capturing 54 percent of the vote in a runoff against Art Contreras, an assistant Houston police chief. Marquis, 44, a former FBI agent, will face Republican incumbent sheriff Tonny Thomas in the Nov. 5 general election. In other sheriffs' races last month, Montgomery County Sheriff Guy Williams beat Tomball Police Sgt. Rick McDougald on April 9 in a Republican runoff. Early in the race, Williams was accused of overseeing criminal activity as commander of a narcotics task force before being elected sheriff. He denied the allegation and was never charged with any crimes. McDougald was plagued by allegations, which he denied, that he fathered an out-of-wedlock child with a student when he was a coach and school teacher in Cleveland. In a Fort Bend County runoff for sheriff, Republican voters nominated Milton Wright, a retired Texas Ranger, over former sheriff's Capt. Marshall Whichard.

UTAH — Davis County will pay \$54,218.73 to former and current sheriff's corrections officers and \$4,000 for Social Security to compensate for the 10-minute briefings held prior to shifts for the past two years.

A convicted sex offender serving time in the Utah State Prison admitted last month to being a serial killer who murdered three women, then led investigators to the body of a fourth victim. Robert Arguelles, 34, said he killed Tuesday Roberts, Lisa Martinez, Margo Bond, and possibly a fourth woman, while he was on probation from June 1991 until December 1992. Police believe that the body Arguelles led investigators to is that of Stephanie Blundell, 13, who disappeared on March 19, 1992.



ALASKA — Anchorage residents are venting their frustration with a new photo radar system set up at school zones on the employees who run the equipment. More than 1,800 people have been ticketed since March 12 when the city implemented the checks, run by a private company. But, says John Warner, a company manager, drivers have cursed and insulted operators, and have even tried to break into the white photo-radar trucks.

The State Police assumed control of the Bethel Police Department May 2, following the suspension of all of the agency's supervisors during a probe of undisclosed alleged misconduct.

CALIFORNIA — A 6-year-old Martinez boy accused of brutally beating a 4-week-old infant in April may be the youngest person ever charged with attempted murder in state history. The child said he "had to kill the baby," Ignacio Bernudez, because he believed the infant's family was harassing him and had looked at him the wrong way, according to Contra Costa County Deputy District Attorney Harold Jewett. The baby, who doctors say is likely to suffer permanent brain damage, was kicked, punched and possibly hit with a stick as he lay in his bassinet, according to police. The baby's 18-year-old stepmother was in another room at the time.

Kevin Mitnick, who until his arrest last year was the country's most notorious computer hacker, agreed to a plea bargain in Los Angeles April 22 in which he admits to possessing stolen cellular telephone devices and violating the terms of probation that resulted from a previous computer break-in. The plea bargain seems to satisfy the 23 charges filed against Mitnick in North Carolina, where police tracked him after a three-year cat-and-mouse

computer chase, but Mitnick still faces an array of federal and state charges in California that stem from his abuse of worldwide computer and telecommunications networks over the last 15 years.

An April 21 demonstration in Los Angeles to protest police brutality turned into a rock- and bottle-throwing melee that had to be suppressed by police in riot gear. Five people were arrested, and one protester and five officers were injured.

A Superior Court jury ruled April 18 that the Los Angeles Police Department discriminated against Nina Damannakes when she tried to join the SWA Team, and then retaliated against her when she filed a formal complaint.

NEVADA — A juvenile curfew took effect in late April in Reno, banning youths under 18 from being alone downtown after 9 P.M. A companion ordinance prohibits juveniles from "cruising" the city's casino district when traffic becomes gridlocked.

WASHINGTON — A Seattle woman and her daughter, both of whom are developmentally disabled, were awarded \$300,000 April 10 to settle a claim against the police. The two women had called 911 after being raped and terrorized, but waited two hours before police arrived.

Renton Police Cmdr. Brian Wilson and former Bullhead City, Ariz., police chief Thomas Chaney were chosen April 26 to be Federal Way's two deputy public safety directors. Their selection brings the city another step closer to having its own police department, scheduled to take over Nov. 15 when a contract with King County Police expires. Wilson, 38, a 16-year veteran of the Renton force, led the team that resulted in the department's accreditation. Chaney for the past two years has been with the Arizona Peace Officer Standards and Training Board, responsible for auditing the training records of four police academies and 36 law enforcement agencies for compliance with state standards.

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Look to within

It took nearly six months and a national search, but the Kansas City, Mo., Board of Police Commissioners chose former Assistant Police Chief Floyd Burch to head the 1,267-officer agency, replacing Steven Bishop, who retired in December.

When his selection was announced March 20, Burch, 55, had been serving as acting police chief since Bishop's retirement. Bishop, a nationally known proponent of community policing, now serves as regional director of the National Law Enforcement Technical Center in Charleston, S.C.

Burch, a 28-year veteran of the Kansas City force who began his law enforcement career with the St. Jo-



KCMO Chief Floyd Burch
Continuing a tradition

seph, Mo., Police Department in 1965, told Law Enforcement News that the KCPD will continue to serve as a national model for other agencies looking for innovative approaches to public safety problems.

Noting that the agency has played key roles in landmark research like the preventive patrol experiment and the testing of gun-suppression strategies, Burch said "Kansas City, from [former Police Chief] Clarence Kelley on, has been known for its ability to undertake research projects and try new approaches. There's no reason that we won't continue that."

A more immediate concern to Burch is cutting down on the number of 911-emergency calls and private alarms that swamp Kansas City police. "We've suffered for some time from the pressure of 911 calls. Our officers go from call to call, and they really don't have much time at all to do anything except answer calls for service," he said. This leaves little time to integrate community policing throughout the department, which the Chief said is "certainly one of my major goals."

Burch would prefer to see officers spending more time preventing and solving crime problems. "I think police departments all over the country are suffering from this business of running from call to call. It's something that needs to be solved. Because we're going to be overwhelmed down the road if we don't do something about it."

The city's Chamber of Commerce has begun a task force to study the problem and offer solutions. Burch added Nothing is being ruled out, including the possibility of linking alarms to a 900 number that would automatically charge owners for false alarms, he said.

Secure position

A popular Florida police chief's 19-year tenure came close to ending abruptly last month over allegations that his off-duty work as a security consultant was an illegal conflict of interest, but Panama City Beach Police Chief Lee Sullivan will now stay on the job, after he agreed not to conduct business within city limits.

Following a hearing before the State Ethics Commission on April 29, Sullivan entered into a stipulated agreement with commission advocate Virgil Ross in which he also agreed to stop conducting employee background checks for local hotels, nightclubs and other firms that cater to tourists in the Florida Panhandle resort town.

In March, state hearing officer Susan Kirkland recommended that Sullivan be fired because, she contended, his off-duty business was a conflict of interest in violation of the state ethics code. Last year, the commission had found probable cause for a conflict of

interest, and although Kirkland found no wrongdoing on the Chief's part, she determined that his relationship to businesses who contracted for his consulting services might put him in a situation to "tempt dishonor."

Instead of negotiating a settlement with the commission advocate, which might have resulted in a fine or suspension, Sullivan chose to have a hearing before Kirkland in December. He maintained that he had obtained permission from City Manager Richard Jackson before starting his security business in 1987. The city later passed an ordinance that allows police officers to work off-duty security jobs.

"There was no civil penalty imposed due to the fact that he had discontinued these private employment activities within the city limits and there was lack of any evidence showing that he had actually succumbed to this temptation," said Helen Jones, a spokeswoman for the commission.

"The reason such a harsh penalty had been proposed in the recommended order was simply to stop the perceived conflicting activities," said Doug Sale, city attorney for Panama City Beach. "The commission has no jurisdiction over the private activities, so the only way to stop it would be for them to stop the public employment."

Jones said that had Sullivan not entered into the agreement, Kirkland's recommendation would have gone to Gov. Lawton Chiles for final action. Chiles generally follows such recommendations, but his decisions can be challenged in the First District Court of Appeal.

Sullivan, who did not return calls from Law Enforcement News for comment, leads a 34-officer department and is known as a colorful chief who is popular with year-round residents and tourists alike. He once ran group of Hell's Angels out of town to at the point of a sawed-off shotgun. The Associated Press reported, and is often seen patrolling city beaches astride a horse and sporting a cowboy hat.

Over and out

Cleveland Mayor Michael R. White called a veteran city police official out of retirement last month following the ouster of Police Chief John Collins for insubordination just a few days before Collins was to complete his first full year as chief.

White chose Rocco M. Polluto, 56, a former deputy chief who retired last year, to succeed Collins, 46, who was ordered by the Mayor to resign following a dispute over a promotion.

The dispute began when Collins sent out a departmental notice announcing the appointment of Cmdr. Martin Flask to succeed Deputy Chief of Field Operations Gary Payne, a 25-year veteran of the force who retired April 5. "In our city charter, the Mayor has the exclusive right to appoint, promote and assign the chief of police, the deputy chief and the deputy commanders — about 17 different positions out of the 1,700 that are in the Police Division," said Public Safety Director William M. Denihan, who had asked Collins to submit the names of three candidates for the Mayor's review.

Once he became aware of the departmental memo, Denihan "notified

[Collins] immediately in writing that this was a violation of the city charter, that he was to rescind the notice and send three names" of candidates for the vacant post, Denihan told Law Enforcement News. "He sent only one name, so I had to advise him again on the 5th that I wanted three names and to rescind the departmental notice. He refused to rescind the notice, and sent more names, saying none of these people were qualified."

Matters came to a head during a meeting between the Chief, the Mayor, Denihan and top mayoral aides on April 6, at which Collins continued to refuse to rescind the notice. "The Mayor told him that he would accept his resignation, and if he didn't submit it, he would be removed by noon," Denihan said. "Our position was that he was insubordinate and had violated the city charter."

Collins, a former deputy chief with the Metropolitan Police Department in Washington, D.C., resigned just days before his first anniversary on the job in Cleveland, where he became chief on April 11, 1995.

Ironically, Polluto had served as deputy chief of field operations — the position that sparked the dispute between Collins and the Mayor — before his retirement in April 1995 after nearly 30 years of service. At the time of his April 14 appointment to chief, Polluto was security manager for the city's major newspaper, The Plain Dealer.

In any language

New York City Police Officer Elizabeth Cook generally spends her days in the property room of the 44th Precinct in the Bronx, but on April 30 the 14-year veteran was called on to use a talent only about 100 other NYPD officers have — the use of sign language.

Despite having no training in crisis negotiation, Cook successfully talked a deaf and mute man from jumping off a 32-story building ledge using the sign language ability — and empathy — she had learned from her 30-year-old brother, who was born deaf.

The would-be leaper, Kevin Micoli, 31, climbed atop a wide ledge at about 7 A.M. When emergency officers responded, they could not communicate with him. When an officer, using a pen and a pad, found out Micoli was deaf, the call went out to Cook.

Since shouting would have been pointless, Cook tapped her ring against a metal pipe to get Micoli's attention, and then waved her arms. "I'm here to help you," Cook signed. "Tell me what happened. I'm here to help you. Tell me what happened."

Eventually, Micoli told Cook that he was depressed over the death of his girlfriend in a car accident the previous week. "I'm very, very sorry," Cook replied.

Continuing to converse with Micoli, Cook reminded him of the friends and relatives who loved him, and how he had the power to change his life. Within a half-hour, Micoli had agreed to come down on the condition that he was not handcuffed.

Micoli fell into Cook's arms and they both broke into tears. "He walked toward me," Cook said. "I took his shoulder and he started crying a little

bit. I put my arm around him and he kind of shrugged it off, as if to say, 'I'm OK.'"

Previously, Cook had used sign language on the job mainly to deal with crime victims. "I've been called in to handle minor disputes," she told reporters, "but no one ever asked me to try and save a life before."

Aid and comfort

A Virginia police officer has started a church for his colleagues to help them deal with the stresses, fears and grief that afflict those in the sometimes hellishly thankless job.

Suffolk, Va., Police Officer Paul Burch, a 10-year veteran, said he wanted to bring solace to fellow officers shaken and troubled by the evil and heartache they confront on their jobs. "The main goals are to minister to the police officer who is hurting, to minister to those who aren't Christian and to glorify the Lord, Jesus Christ," Burch told The [Norfolk] Virginian Pilot newspaper this month.

Burch, 38, said he found himself trying to deal with an on-the-job incident that traumatized him both as an officer and a father, when he had to tie an identification tag around the ankle of a baby that had died of Sudden Infant Death Syndrome. "Once you go home and cut off the light, that's when it hits," Burch said of such incidents and their impact.

The church, which only began its work about two months ago, is a non-profit, non-denominational organization that is open to any sworn personnel, civilian staff or other employees of local police, sheriff's and corrections departments in the Hampton Roads area. It will provide support to officers and their families, including a 24-hour hot line for those who need to talk to someone, as well as a newsletter and motivational and instructional speakers for the public.

But members of Police Officers for Christ, who staff the ministry, also have another mission — to humanize the police by attending local churches and spreading the word about their religious faith. "We'll let them see we are human, that we've been through what they've been through. It makes a difference when they see us coming in the community. They'll say, 'Oh yeah. He came to my church.' We're not just a gun and a badge."

For years, Burch said he had been torn between law enforcement and his desire to spread the Gospel. He didn't want to leave law enforcement because he felt he was a good investigator with talents that his department needed. When a few officers, knowing he was a Christian, asked him for advice on personal problems, Burch said, "I felt God put them in my path to say, 'You can do full-time Christian service; you don't have to leave.'"

His wife, Stephanie, reminded him that a training officer had given him a brochure about Police Officers for Christ, a 17-year-old group with chapters throughout the United States. He contacted members in New York, who came to Virginia to help him set up a local chapter. Now, about 20 Suffolk officers have joined or are considering it. "Everything started to fit into place like a jigsaw puzzle," Burch said.

Law Enforcement News

Founded 1975

A publication of

John Jay College of Criminal Justice, City University of New York

Gerald W. Lynch, President

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Publisher

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Law Enforcement News is © 1996 and published twice monthly (once monthly during July and August) by LEN Inc. and John Jay College of Criminal Justice, 899 Tenth Avenue, New York, NY 10019. Telephone (212) 237-8442 Fax (212) 237-8486. Subscription rates: \$22 per year (22 issues). Advertising rates available on request.

Requests for permission to reprint any portion of Law Enforcement News in any form should be addressed to Marie Simonetti Rosen, Publisher. ISSN 0364-1724. Law Enforcement News is available in microform from University Microfilms Inc., 300 North Zeeb Road, Dept. P.R., Ann Arbor, MI 48106.

Hartford sees light at end of drug-gang tunnel

Hartford, Conn., officials say they're confident that they've gained the upper hand in a long battle against drug-dealing gangs who laid siege to a city housing development. Now, they say their biggest challenge is to ensure that the area stays free of the gangs and crime that kept terrified residents indoors.

Police Chief Joseph Croughwell told Law Enforcement News this month that a full-court press launched against gangs almost two years ago by a task force of local, state and Federal agents has resulted in a 32-percent dip in violent crimes at the 600-unit Stowe Village development.

The task force made hundreds of arrests of suspected 20 Love, Los Solidos and Latin King gang members, drug dealers and users, many of whom drove in from nearby suburbs to purchase drugs at Stowe Village. Several have been convicted on Federal and state racketeering charges, said Delcie Thibault, law enforcement coordinator for U.S. Attorney Christopher Droney, whose office also played a key role in the crackdown.

But there are more tangible signs that Stowe Village is beginning to come back to life, said Croughwell. Children now play outside without fear. Neighbors, who no longer barricade themselves inside apartments to avoid the drug dealers and shootouts that were commonplace two years ago, are socializing and planning community events and projects. This month, the development gave way to a carnival-like atmosphere when a Health Expo was held on the grounds, complete with pony rides and face-painting for kids.

"The open-air drug markets were

unbelievable two years ago," recalled Croughwell, a 26-year veteran of the Police Department. "We're now at the point where, if we try to do a reverse sting, we can't do it because it's just not happening on the streets. Before, we'd have to close down [an enforcement effort] after an hour because we'd run out of handcuffs."

The Chief said the Weed and Seed program is partially responsible for some of the turnaround at Stowe Village. Developed by the Federal Government in the late 1980s, the program attempts to light entrenched crime in a specific area by following up heavy enforcement efforts with an infusion of social services and neighborhood organization efforts.

"I see the Weed and Seed program as being extremely effective. It wasn't just an enforcement thing," said Croughwell, who has been chief of the 468-officer agency for two years. "There's a lot more than just police involvement, and that's what you need to make it work. We've had other areas of the city where we've run and done the intensive enforcements, started the stabilization [of the area] and then it kind of dropped off, and things got right back to where they were before."

Officials appear determined not to let Stowe Village slip back into criminal chaos. Traffic patterns through the development have been altered to make it harder for potential drug buyers to cruise the area. And a willingness among various agencies to work together has also generated huge benefits, said John Wardlaw, director of the Hartford Housing Authority. "It has been a blessing," he told LEN. "We work very closely together. All of the law enforcement agencies have joined hands

and it's been a fantastic approach."

Key to the effort has been the Family Investment Center at Stowe Village, which provides residents with access to education, drug treatment, counseling and job training. Victor Rush, director of the center, said about 250 residents have signed contracts of up to five years with the center, during which their needs are assessed and a service plan is formulated to help them reach their goals. Forty residents have become employed full time — and have gone off welfare — through the center's efforts, Rush said.

Currently, residents are organizing a building "captains" program to address concerns that some criminal activities may have simply moved inside. "The residents are making sure that it is not happening in their building, that the buildings are kept clean and that the new doors and locks are working properly," Rush said.

Police presence is still an integral part of the effort, noted Croughwell, with regular, round-the-clock patrols as well as officer participation in athletics and other programs for the development's children. Stowe Village has its own community service officer, Luz Rivera, who has "become a part of the fabric of that community," added Droney.

While officials are eager to talk about the gains made at Stowe Village, they are not resting on their laurels. "There's still much more to be done," Droney told LEN. "But to see the difference from what I saw two summers ago, when people wouldn't go outside their homes, to having kids riding ponies or doing face-painting, it's just unbelievable. Now we've just got to keep it that way — that's the hard part."

UCR down again for 4th year in row

The nation's crime rate fell for the fourth consecutive year in 1995, according to preliminary figures released May 5 by the FBI, which said serious crimes reported to law enforcement dropped by 2 percent compared to 1994.

The decrease included a 4 percent decrease in the violent-crime category, which includes murder, robbery, forcible rape and aggravated assault, and a 1-percent decline in property crimes, which include motor-vehicle theft, burglary, larceny-theft and arson.

Murder showed the biggest drop of all eight Part I crimes, the bureau said, plunging 8 percent, while robbery was down 7 percent. Forcible rape declined 6 percent and aggravated assault decreased 3 percent.

Among property crimes, motor-vehicle theft fell 6 percent, while both burglary and arson dropped 5 percent. The only serious crime offense that rose during 1995 was larceny-theft,

which was up 1 percent, according to the bureau, which will release its final report on 1995 crime statistics in the fall.

The FBI said all four geographic regions of the United States recorded decreases in overall crime. The biggest was in the Northeast, where crime fell by 4 percent. It was down 2 percent in the Midwest, and 1 percent in both the South and West. Violent and property crime declined in all of the regions except the West, where property crimes remained unchanged from their 1994 levels.

Cities with populations over 1 million recorded the largest overall crime decrease, of 6 percent. A 1-percent increase in crime was reported in cities with populations of 50,000 to 999,999, and in those with fewer than 25,000 inhabitants.

[Coming up in LEN: An expansive look behind the numbers in the preliminary UCR for 1995.]

Becoming a New Orleans cop is about to get harder

Officials of the scandal-scarred New Orleans Police Department seem intent on proving just how serious they are about thoroughly overhauling the troubled agency, as would-be police officers are soon to discover.

Applicants to the department will be facing a higher hurdle with an innovative new screening test that will replace a watered-down multiple choice exam that many deemed too easy, and a new preliminary background check that will eliminate unacceptable applicants before too much time and money is spent on them.

The revised entrance exam, designed by a Civil Service test-development specialist, comes in response to charges from police and the district attorney's office that officers are unable to write clear reports and have poor interpersonal skills.

Replacing the multiple-choice test on the written part of the exam will be a new section wherein applicants write a sample police report. Applicants who pass this portion will go on to take an oral "interpersonal competence test" that requires them to watch a video of a simulated crime, such as a domestic violence scene, and then answer questions about it that reveal both their judgment and their interpersonal skills.

With 70 percent to 80 percent of prospective recruits usually being re-

jected after a background check, the Police Department will now require such a check before the exam is taken, and a more thorough screening if the applicant passes.

"The preliminary check is going to save time and money," Lisa Donahue, the test's designer, told The New Orleans Times-Picayune. "And we won't be testing people who don't meet the chief's standards."

The department has also made a recruiting video in which officers speak candidly about the rigors of their profession. It will be shown before applicants even take the exam.

Out of the 1,000 applications the department received for the recruit class that graduated in May, 600 passed the multiple-choice test, and 228 underwent a background check. Out of the 149 who cleared that, 61 were accepted into the class. Only 20 made it to graduation.

One of the department's most significant problems, however, is low pay. The monthly base pay for recruits is just \$1,427, increasing to \$1,500 upon graduation. "We need to increase police pay," said Donahue. "It has to be done if you want the cream of the crop, not the bottom of the barrel."

The notion of imposing a new, more rigorous test has won praise from the police union, the Police Association of

New Orleans.

"When I took the test 28 years ago, I thought it was hard but good," said PANO president Ron Cannatella, adding that over the years the test has been so oversimplified that "some of the questions were absolutely laughable."

One such question on the multiple-choice test, Cannatella noted, gave applicants a choice of several holiday symbols for Easter, Christmas, and Halloween, and one symbol that was not holiday-related. Applicants were asked to then pick the one that didn't belong.

"Any third-grade class could have passed," Cannatella said.

PANO is supporting the test, said Cannatella, because the ability to write a usable report is vital to police work, as is the ability to testify in court as to what occurred.

"The cleaner a report is and the more information they can put in it, the better the results will be," said Zulily Jimenez, a spokeswoman for the district attorney's office. "A badly written report makes it hard for our office to accept the charges."

Sgt. Dwight Fernandez, the vice president of the Black Organization of Police, said he could not comment on the specific questions without first reviewing the test, but said he approves of a harder entrance exam.

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TP002

Task force to look at Chicago promotions

Chicago Mayor Richard M. Daley last month appointed two task forces that will examine police and fire promotion policies and recommend new procedures aimed at ending continuing disputes over appointments to the agencies' upper ranks.

"Over the past several years, we have relied on experts to develop promotional exams that address our goals of professionalism and diversity," Daley said in naming the task forces' eight members on April 23. "It's now clear that those goals are best served by an expanded approach that takes into account not only ability measured by paper and pencil tests, but other qualities as well."

The Police Promotion Task Force, which will consider the role of years of service, performance and leadership qualities, oral review boards and other promotional procedures, will consist of: chairman Jim Holzhauer, a partner in a Chicago law firm who served as co-chair of Daley's Blue Ribbon Panel

on Police and Fire Examinations three years ago; former Chicago police Supt. Fred Rice; James Hargrove, a former New York City assistant police commissioner, and Richard H. Ward, a professor of criminal justice at the University of Illinois-Chicago.

The Mayor's announcement signals yet another round in what Police Lieutenants Association president Timothy Nolan called "the never-ending saga" of police promotions. In 1993, the city hired outside consultants — at a cost of \$5 million — to devise new tests after the Civil Rights Act was found to bar the practice of grading the exams on a curve to ensure better scores for minorities.

But when the new test was administered the following year, only five of the top 114 scorers were minorities. Daley defended the exam, saying it was fair and urging test-takers to "study harder."

A similar outcome occurred when sergeants took a lieutenants' exam —

51 of the top scorers were white and three were black. Daley tried to remedy the situation by making 13 additional "merit promotions" that included some minority sergeants who hadn't taken the test. A white sergeant sued over the Mayor's action, and the courts ruled that such promotions could not be made after a test already had been administered.

In January, Daley said the sergeants' and lieutenants' lists that resulted from the test developed by the consultants would be scrapped after a round of promotions. Adrienne Bryant, a mayoral aide, told Law Enforcement News that 410 promotions had been made from the sergeants' list, while 108 promotions were made from the lieutenants' lists. Those who remain on the lists "will have to take a test again," she said, adding that Daley has pledged to administer promotional tests more frequently, perhaps as often as every three years.

Bryant said that while no deadline

has been set for the new task force to make its recommendations to Daley, "We don't intend to drag this out over many months because it's vitally important that we be prepared to start a round of promotional tests within the next eight to 12 months."

Officer Salvador Martinez, the president of the Latin American Police Association, said his group backs the latest effort and will ask that the task force consider a system under which as many as 25 percent of promotions would be based on merit. He said a similar system has been used for detectives, youth and gang crimes officers. "We can also envision that being used for promotions to higher ranks," he said.

But Daley's latest move brought cynical responses from other Chicago police association officials, who say their members are tired of watching their chances of being promoted continually evaporate. Det. Tom Nolan, president of the Fraternal Order of Police, said his organization's request

to aid the Mayor in the promotional dispute have been ignored.

"If we think there's some foolishness going on, then we'll try to fight 'em in court," Nolan told L&N. "The only thing that we want is for them to give an examination that everybody says is fair. We're just trying to do the right damned thing and so far we don't seem to be getting anywhere."

Timothy Nolan of the lieutenants association, who is no relation to the IOP president, said the situation has infuriated members and is affecting police morale. "For the men and women who studied very hard, this is a slap in the face to them," he said. "They're careers are constantly being put on hold when they have played by the rules."

If the new task force fails to come up with a fair promotional procedure, Tim Nolan predicted, Daley will appoint another, this one a "gold ribbon panel." "He's going to get it the way he wants, come hell or high water," Nolan told L&N.

Deadline for adopting code of conduct looms in Minnesota

Under a state mandate, Minnesota law enforcement agencies must adopt a uniform code of conduct by July 1, and the state Board of Peace Officer Standards and Training has stepped in to help them meet the requirement by developing an eight-page model policy on conduct unbecoming an officer.

The policy is organized into eight principles that define the misconduct, a rationale explaining the principle and a set of rules. The policy replaces a general, four-paragraph "law enforcement code of ethics" that many critics said fell far short of addressing officer misconduct, particularly that of a sexual nature.

"There have been a lot of high-profile cases in Minnesota — not unlike some other areas of the country — that have brought a lot of attention to law enforcement behavior," said John Laux, the former Minneapolis police chief who is the POST board's executive director. "I had a number of high-profile cases [as chief] and frankly, they were kind of ugly — a rape in the

back seat of a squad car, an assault on a prisoner in handcuffs, and the beat goes on."

The model policy is the culmination of years of work by a diverse committee whose members included representatives from the Minnesota Coalition for Battered Women, the National Association for the Advancement of Colored People, the Gay and Lesbian Community Action Council and a variety of civic and law enforcement organizations.

"We sat around a table and had some mighty heated discussions," said Laux. "The bottom line was we needed to do this, and I made a statement up front that made it clear that if we didn't do it, someone will do it for us and we'll probably like what they do even less."

Some law enforcement officials have complained that the model policy goes too far, but Laux said he convinced them that "we need to make a strong statement to the community that we're going to take charge of our own des-

tiny. This is what we are going to set as a higher standard for the people in our profession."

The legislation does not require verification from law enforcement agencies that they've adopted a code of conduct, but the lack of such a code could result in the POST board applying sanctions against the heads of agencies that fail to comply. "My guess is that over 50 percent [of the agencies] will three-hole punch it and stick in their department manual," Laux said.

Committee members hailed the POST board's efforts, and lauded Laux's handling of the issue. "We're pleased about the fact that there is some very good, clear language there regarding domestic violence as well as sexual assault. We were very pleased with the participants and the POST board's willingness to take their recommendations and work forward on them," said Amber Williams, legal system advocate for the Minnesota Coalition for Battered Women.

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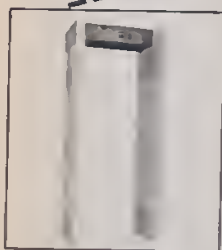
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International police academy marks first year of operation

A delegation of high-level U.S. law enforcement officials journeyed to Budapest, Hungary, last month to mark the first anniversary of the International Law Enforcement Academy, a multinational police training program initiated by the United States and Hungary to encourage the development of professional law enforcement in the world's emerging democracies.

Among the U.S. dignitaries in attendance were Attorney General Janet Reno, FBI Director Louis Freeh, John Magaw, director of the Bureau of Alcohol, Tobacco and Firearms, and Charles Rinkevich, director of the Federal Law Enforcement Training Center in Glynco, Ga.

In its first year, 132 students from 12 nations — Belarus, the Czech Republic, Slovakia, Russia, Poland, Hungary, Romania, Estonia, Latvia, Bulgaria, Lithuania and Ukraine — have graduated from the academy, which is also seen as a key effort in the battle against increasing transnational crime.

Five eight-week training courses, in subjects that include drug trafficking, organized crime, white-collar crime and human rights, are scheduled at the academy each year, along with one- and two-week regional seminars on



FBI Director Louis Freeh (2nd from left) and Attorney General Janet Reno (4th from left) are among the international dignitaries at anniversary ceremonies in Budapest.

specialized topics and crime problems. Instructors, who are chosen by an international curriculum committee for each eight-week program, have come from the United States, Canada, Great Britain, Germany, Ireland, Italy, Russia, Hungary, France and Belgium.

John Jay College of Criminal Justice in New York helped to develop the curriculum for ILFA, including a module on human dignity that college president Gerald W. Lynch said has univer-

sally applications.

"It would blow Josef Stalin's mind that American colleges and law enforcement agencies would be training Russians in 1996," said Lynch, who attended the ceremony on April 22.

"The amazing thing to me is that this course on human dignity works in New York City, South America, Eastern Europe and the former Soviet Union. We've hit on something that really works and we're thrilled with it."

Adult treatment of juvenile offenders may aggravate recidivism

Juveniles tried as adults in Florida committed new and sometimes more serious crimes at a higher rate than those whose cases were handled in juvenile courts, according to a new study which suggests that "get tough" approaches to juvenile crime, such as transferring cases to criminal courts, have "actually aggravated short-term recidivism."

The study, conducted by researchers at the University of Florida and the University of Central Florida, compared a group of 2,738 youths whose cases were transferred to adult criminal courts with a matched sample of youths sentenced in the juvenile system during 1987. It found that 30 percent of the transfers were rearrested in the year after their release from custody, while 19 percent of youths whose cases remained in the juvenile justice system committed new offenses.

Of the transfers who were rearrested, 93 percent were apprehended for felony offenses, compared to 85 percent of those in the non-transfer group, said the study, which was published in the April issue of the journal "Crime & Delinquency."

"Overall, the results suggest that transfer in Florida has had little deterrent value," the study said. "Nor has it produced any incapacitative benefits that enhance public safety. Although transferred youths were more likely to be incarcerated and to be incarcerated for longer periods than those retained in the juvenile justice system, they quickly reoffended at a higher rate than the non-transferred controls, thereby negating any incapacitative benefits that might have been achieved in the short run."

Researcher Donna Bishop, a professor in the Department of Criminal Justice and Legal Studies at the University of Central Florida in Orlando, said "it would be premature" for crimi-

nal justice officials to use the findings as a rationale for implementing or abandoning tougher juvenile justice strategies, cautioning that the study needs to be replicated to see if similar results occur in other jurisdictions. "But I would hope that at the very

Florida study says adult handling produced little incapacitative or deterrent value.

least, these findings might give policy-makers pause as they consider facilitating methods of transferring offenders to criminal court and the matter of transferring greater numbers of youths to criminal court," she told Law Enforcement News.

In Florida, which Bishop said "has been leading the nation in transferring [juvenile] offenders to criminal courts for a number of years," the study "doesn't show that there are either significant incapacitative or deterrent benefits...over the short term."

Bishop said the findings prompt more questions that could be tackled in follow-up research to determine why juvenile and adult court processing have such different effects on youths. Among the follow-up areas she cited are whether the transferred juveniles are more likely to associate with other habitual offenders following their convictions and jail terms. "As a result of being in the criminal courts, are they more likely to associate with other more seasoned offenders," she mused, "and is that part of the reason we're seeing quicker recidivism and higher recidivism among those transferred to criminal court?"

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Feds' bullet-matching data bases boom

In 1995, Carl Jones, a suspected crack dealer in Washington, D.C., was lured out of his apartment and fatally shot. Police at the scene recovered the cartridge casings from 9mm. and .380 semiautomatic weapons. Later, three men fitting the descriptions of individuals involved in another crime, a robbery, were arrested by Prince George's County, Md., police and found to be carrying a .380 semiautomatic. Another man was arrested by a local Federal task force with a 9mm. under the wheel well of his car.

Using new computer technology that can rapidly compare spent ammunition found at crime scenes, the shell casings found the day Jones was murdered were checked by the FBI for matches. The 9mm. casings were linked to a May 1992 murder in Prince George's County and to another shooting incident at Jones's house in 1993, in which two people were injured.

Linking both weapons to Jones's murder by way of spent shell casings

confirms a belief long held by law enforcement — that a substantial number of homicides and shootings are done by a relatively small number of criminals.

The Jones murder is but one example of shootings nationwide that have been linked to handguns used in other murders. Since 1992, the FBI has kept track of cartridge casings retrieved from 3,739 shootings in Maryland, Virginia and the District of Columbia on a data base called Drugfire. In 320 cases — nearly one in 10 — officials linked two or more shootings.

The Bureau of Alcohol, Tobacco and Firearms has developed its own data base, known as the Integrated Ballistics Identification System (IBIS), which officials in Boston have used to link about 6 percent of 907 shootings.

While the matching of unique marks created by a gun on a bullet and its casing has been used in ballistics tests since the 1920s, IBIS and Drugfire can compare thousands of rounds within

seconds, eliminating the need for dozens of examiners. "We couldn't hire enough people to do this work," said Joseph Vince Jr., chief of the ATF's firearms enforcement division.

As important from a policy standpoint, the data "are further corroborating evidence that some offenders commit far more than their share of the violence," said Mark H. Moore, a professor of criminal justice policy at Harvard University's Kennedy School of Government. "One conclusion is that the same people do a lot of crime. Or you can conclude that when guns are used in crimes, they are more likely to be used in subsequent crimes."

Some 74,000 murders with firearms were recorded by police from 1990 to 1994, and an increasing percentage of the crimes were blamed on unknown persons who were strangers to their victims.

While some of the crimes, such as shootouts between gang members, are witnessed, many are not, some experts

say that using technology as another tool to keep down crime in some urban centers will become the norm.

During a recent speech in Detroit, Treasury Secretary Robert E. Rubin likened the use of the IBIS system to finding a needle in a haystack. "If you can tie bullets or shell casings from different crimes to a particular gun, and you find that weapon, that significantly increases the chances you've found the criminal."

IBIS may not solve a crime, said Detective Sgt. Robert Scobie of the Boston police, but it can help to give direction to an investigation.

Scobie pointed to a case in which a gun was found by some children playing in the hallway of an apartment building. The discovery of a weapon, said Scobie, often prompts an IBIS query, and in this case, by feeding the system images of used casings test-

fired by police, the gun was linked to an unsolved homicide and assault.

Investigators can now look to who had access to the hallway, said Scobie. While there were no witnesses to the homicide, there were witnesses to the assault, and without the IBIS system, he said, police might never have "had any indication that these were linked."

The computerized ballistics analysis also works once the gun is recovered. Police can use a weapon's serial number to trace it back toward the weapon's original owner and then work forward to whoever might have had the weapon most recently.

Also, by telling individuals caught with the gun that it had been linked to a violent crime, police can put more pressure on them in an interrogation, perhaps prompting them to reveal where the firearm came from if they are not the actual perpetrators of the crime.

CDC calls a ceasefire to research on gun injuries

Feeling the political heat from gun proponents, officials at the Centers for Disease Control and Prevention said earlier this month that for the first time in over a decade, they will not seek research proposals on firearms injuries.

Instead, the CDC will fund studies that examine the "social and economic factors that contribute to violence," said Mary Ann Fenley, a spokeswoman for the center.

The decision will likely mean an end to CDC funding for one of its more controversial grantees, Dr. Arthur Kellerman, director of Emory University's Center for Injury Control. It was Kellerman who found that homes with guns were five times more likely than homes without firearms to be the scene of a suicide, and three times more likely to be the scene of a homicide.

Kellerman's research, based on 1,860 murders in three cities, was published last year by The New England Journal of Medicine. Now his \$270,000 grant from the CDC is about to run out, and his application for more money was rejected.

"I thought it was a very strong proposal, and this will be the first time in my career that I won't be funded by

the CDC," Kellerman said. "I will look elsewhere. But there are many who have been critical of gun research, so I don't anticipate it will be easy to find support."

Kellerman's research has been harshly criticized by gun-ownership advocates, who say his work is unreliable and politically biased in favor of gun control. In contrast, they cite a

study done by Prof. Gary Fleck of Florida State University, which suggests that firearms are used in self-defense 2.5 million times a year, and that in one in six of those incidents, the person using the weapon believes he is saving a life.

The scientific establishment, including the CDC, has criticized Fleck's research as statistically unsound.

Suit against gun makers gets judge's green light

Victims of firearms violence may be packing a new weapon in their legal arsenal after a Federal judge in New York ruled that the families of two homicide victims may move ahead with their lawsuit against 47 gun manufacturers to find out whether they had taken adequate measures to prevent weapons from flowing into illegal markets.

The ruling by Judge Jack B. Weinstein — announced in March and expanded on in court papers filed May 2 — allows the addition of 29 additional shooting victims to the suit, originally brought on behalf of the families of two victims shot in separate incidents with legally obtained weapons.

The lawyer representing the two families, Elisa Barnes, said she intends to prove that by flooding the market, gun makers were aware of the market for illegal weapons but did not

take adequate steps to curb illegal sales.

This appears to be the first case involving the industry's marketing practices, according to legal experts.

"This is the first case that I'm aware of where someone has tried to hold the industry collectively liable," said Dennis Henigan of the Center to Prevent Handgun Violence.

Gun producers distribute their goods through Federally licensed and regulated dealers, yet a vast underground market exists, often supplied by those who buy guns in states where the laws are lax and then resell them in places with more stringent controls.

Richard Feldman, executive director of the American Shooting Sports Council, an Atlanta-based trade association, told The New York Times: "After a consumer purchases our product, we have no control over what happens to that product."

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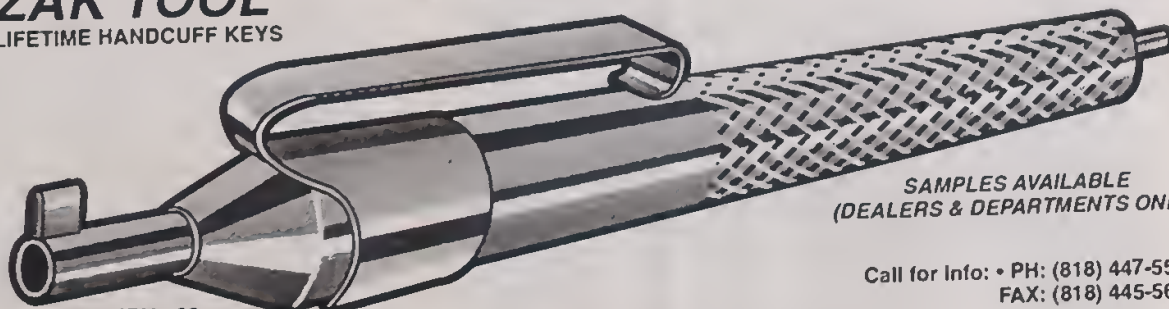
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Much of what police today do routinely, even take for granted — such things as patrol, handling domestic violence, managing calls for service, community policing, use of force, analyzing crime statistics, the use of body armor and non-lethal weapons — can be said to have stemmed, directly or indirectly, from work undertaken or sponsored by the National Institute of Justice. Established 25 years ago to “understand what works and disseminate useful knowledge to practitioners,” NIJ has been the engine behind much of the profound changes in American policing in recent decades. And, astonishingly, it has done so with a budget that its current director and many observers characterize as “shockingly low.”

Jeremy Travis, the Institute's current Director, was appointed by President Clinton in March 1994. Travis says he does not believe in “prescribing specific topics” for research, and since taking office he has developed a broad research plan intended to allow more flexibility in what is funded. One of the main items on NIJ's current agenda is the evaluation of the COPS program — the Clinton Administration's initiative to fund the hiring of 100,000 community policing officers. Travis notes, “It is very important, as a Federal research agency, that we inform Congress, the public and the policing community about the impact of this major national initiative.” The \$14-million study may be the largest single endeavor that NIJ is involved in, but Travis is also a ardent advocate of relationships between police and researchers at the local level. To this end, NIJ has been funding a number of projects aimed at bringing police departments together with local universities to form research partnerships.

Under Travis's direction, NIJ is looking ahead even as it keeps an eye on the past. He has made it a priority to revisit old research by replicating seminal studies conducted in the 1970s. Looking ahead, Travis has emphasized what he calls “intramural research,” an in-house effort that represents a marked change from past practice, when NIJ personnel only oversaw research conducted by outside individuals and groups. One of the first such efforts, Violence in American Cities, is a project that will have NIJ researchers looking at crime rates over the last 10 years in the country's largest 75 jurisdictions in an attempt to learn why levels of crime have fluctuated.

For Travis, who holds J.D. and M.P.A. degrees from New York University, the career move to NIJ represented a “cultural switch from the very hierarchical New York City Police Department,” where he was the Deputy Commissioner for Legal Matters, “to the very loose and academic culture of the the National Institute of Justice.” He is quick to point out, however, that his extended service in the upper echelons of the NYPD helped him greatly in his understanding of policing and, in particular, community policing. Previously, Travis was chief counsel to the House Judiciary subcommittee on criminal justice, served as a law clerk to Judge (now U.S. Supreme Court Justice) Ruth Bader Ginsburg, was executive director of the New York City Criminal Justice Agency, and headed the Victim/Witness Assistance Project for the Vera Institute of Justice. It's a base of experience that seems perfectly suited to Travis's aim of bringing a big-picture view of criminal justice to the NIJ.



A LEN interview with

Jeremy Travis Director of the National Institute of Justice

"We know that crime is expensive; we know that the criminal justice system is expensive. What we don't understand very well is that the individual victimizations, the individual trauma and emotional suffering, when aggregated, reflect an enormous social cost."

LAW ENFORCEMENT NEWS: Since you became director of NIJ about a year and a half ago, what research has the institute produced that you believe to be of particular benefit to the policing community?

TRAVIS: The most important new initiative at the Federal level is the Crime Act of 1994. Within that, the most ambitious undertaking is the community policing initiative. At NIJ we are working very closely with the COPS office, the Community Oriented Policing Services Office in the Justice Department, to develop a research initiative that will enable us to learn from this major investment in policing, so we're very proud that last year we announced a \$14-million research program on policing issues, funded with Crime Act funds, that has a number of components.

We want to understand at a national level the impact of this community policing initiative to put 100,000 officers on the street, and to use 15 percent of that money to mount demonstration projects and help police departments engage in organizational transformation toward community policing. It's very important as a Federal research agency that we inform Congress and the public and the policing community about the impact of this major national initiative. The first thing we're doing is funding a national evaluation, which is looking at how this Federal initiative is affecting local policing. Secondly, we're funding a number of studies to look at the transformation of police departments toward community policing: to understand the obstacles, the process of change, and the value of community policing by looking at a number of departments around the

country. Third, we're evaluating specific crime control strategies to understand the impact of particular problem-solving efforts on crime problems such as guns, violence, elder abuse, truancy and drug markets. We're funding these because Congress was concerned not just about community policing. Congress was concerned about effective policing — what is working in dealing with particular problems. We want to understand the effectiveness of various strategies in different departments.

We've also devoted a significant part of our investment to fund research into understanding the relationship between the police and the community. Again, this reflects the Congressional interest in developing a policing philosophy that is more attuned to the needs of communities. So we are looking at how the community perceives the police, and what is effective in reducing levels of fear within the community. And, finally, we've funded a number of research partnerships at the local level between local universities and local police departments to encourage the development of openness to the research process on the part of police departments, and a willingness on the part of researchers to look at policing issues.

So in terms of what NIJ is doing at the national level, far and away the most important research undertaking since I've been here has been developing this research initiative with the COPS office, and funding it at the level of \$14 million. And now we are starting to develop next year's research agenda.

LEN: In terms of evaluating the COPS office program, there are some who say it will be difficult

"The police profession has been willing to change over time in response to research findings, even though those research findings have sometimes been very painful. They challenged the orthodoxy of the way police departments did their work."

if not impossible to do because it will essentially involve one branch of the Justice Department critiquing another. How objective can you really be?

TRAVIS: We were very careful in designing our research plan to ensure that the evaluation research is funded through a competitive process with a peer review by independent academics, and that the grant awards are made by the NIJ Director, not by some process that involves people outside of NIJ. We did this to ensure that the research process and the research findings are objective. That's very important to NIJ in terms of our mission, it's important to the research community to insure objectivity, and I believe it's ultimately important to the development of the policing profession to know that the research findings have been arrived at independently. So the process that we undertook was designed to ensure that objectivity. In this specific case, the national evaluation of the community policing initiative will be undertaken through a grant to the Urban Institute that was competitively awarded.

LEN: When do you think some of these findings will begin coming through?

TRAVIS: Most of the grant awards are two-year grant awards that typically require interim reports after a year. Most of these were awarded last September.

The 'flavor of the month'?

LEN: In recent years community policing has become a real driving force around the country, and some say that this emphasis on community policing has become a kind of "flavor of the month," forcing other types of research onto the back burner. Do you think this is a valid criticism?

TRAVIS: If you look at the NIJ research portfolio on policing issues, you'll see a balance between evaluation of community policing initiatives and basic research into policing issues. For example, we have funded a number of research studies on the use of force, which are funded because that is an important issue in policing. Some would say that there's a community policing perspective on the use of force, but our interest is much more fundamental than that, in terms of simply trying to understand this important issue from a policing perspective. Similarly, we funded research recently on police officer stress and suicide, and the effectiveness of various departmental interventions on on-the-job stress. That is not typically a community policing issue, but is very important to the profession. Finally, one of the most sizable investments we made in FY '96 research was on the observational studies that are being undertaken in Indianapolis and St. Petersburg, where researchers are being funded to replicate some of the important studies done a number of years ago by Reiss and Ostrom to understand the day-to-day work of policing in its most basic sense. That goes to the very basic questions of how do police do their jobs. So I think the portfolio is in fact balanced, and will yield knowledge about very fundamental parts of policing way beyond the community policing initiatives.

LEN: Could you describe these replication studies — because again, we've spoken to practitioners who believe that a lot of police research doesn't have much practical application to the day-to-day operation of their departments.

TRAVIS: We place an emphasis on understanding the practical applications of research. A lot of our effort has been to disseminate research findings to practitioners, to get findings out quickly and to make those findings understandable to practitioners. We've made a number of strides in that over the past year or so. The locally initiated partnerships was specifically an effort to develop immediate applicability of research findings within those departments and, by extension, other departments.

The replication of the observational studies is on the other side of the spectrum. It's really an effort to develop a research understanding of how policing has changed over the past 23 years. It's been 20 years since those original studies were done. Any profession, policing included, should from time to time understand how the profession's function are being carried out on a day-to-day basis. And the police profession has benefited from those earlier studies enormously. So the yield of those studies will in fact be over the longer term as we develop a sophisticated understanding of what police officers do every day. So while the benefits will be longer term, those studies are more reflective of the day-to-day work of police officers.

LEN: It wasn't all that long ago that police departments were

really loath to allow researchers into their midst. And, of course, those 20-year-old studies that you're describing were really landmarks, not only for their results, but for the simple fact that they actually got in there and produced something. As you see it, how have things changed, and as important, why do you think they've changed?

TRAVIS: There's no question that the police profession is much more open to research now than it was 20 years ago. If you talk to some of the pioneer researchers — Jerry Skolnick, Al Reiss and others — they're impressed and astonished at how much access today's researchers have into police departments. Why has this happened? I think it's because the police profession has been willing to change over time in response to research findings, even though those research findings have sometimes been very painful. Take the findings of the Kansas City Preventive Patrol study in the mid-1970s. Those findings were very painful to the profession because they challenged the orthodoxy of the way police departments did their work. Twenty years later, however, we see that the profession has been able to respond to those findings incrementally by allowing researchers to look at foot patrols, to look at problem-solving policing, to look at fear-reduction programs, to look at domestic violence. In each of these cases, the profession has responded by saying, "We can do better." The public has been willing, in my view, to give the police profession a lot of credit for being responsive to research. So I think the police profession has seen the benefit of the research that's been conducted. I also think that there's been a number of institutional arrangements within the profession that have promoted the value of research — the Police Foundation, PERF, the Kennedy School, to name a few. There's a commendable openness to research

Having their say

LEN: Is there more input by the law enforcement community nowadays in terms of setting the research agenda?

TRAVIS: Absolutely. The best example of that comes from the recent NIJ-sponsored workshop on measuring police perform-

this is what the President had in mind.

The research question that we hope to address is whether this substantial investment had the effects that were anticipated, and what effects did it have? On one level the research question can be answered by determining whether the police officers were hired. But because Congress had a much more ambitious objective in mind — namely to move the policing profession more quickly in a direction where it was already headed, toward community policing — then the research question becomes much more complex, such as whether departments are making certain efforts that they otherwise would not have made. So, people who think the Crime Act represents a sort of a push toward community policing are right. That's what Congress and the President expected. There are a number of questions beyond that, but that is certainly what was intended.

Funding with teeth

LEN: A frequent complaint heard from researchers we've interviewed over the years is that the Federal research budget for criminal justice is not sufficient to meet the task at hand. More is spent on the study of tooth decay, they say, than on the study of crime. Ideally, how much more would you want for NIJ, and what would you spend it on?

TRAVIS: Our current funding is for \$30 million; last year's funding was for \$27 million. I think that the amount of money spent on research into crime and violence, the effectiveness of the criminal justice response to rising levels of crime, and on the value of prevention and crime-control strategies is shockingly low, particularly given the priority that the public places — and rightfully so — on the issue of crime, and the levels of expenditure that state and local governments are making in response to crime. What we have done has been to ensure that the work that NIJ does, in the era of the Crime Act, reflects the fact that there is significant Federal investment in responding to crime: the community policing title, the Violence Against Women title, the corrections title, the drug courts and the like. We have decided to take between 1 and 5 percent of the money in each of those program areas to fund a research initiative

"People who think the Crime Act represents a sort of a push toward community policing are right. That's what Congress and the President expected."

ance — we called it the Measuring What Matters workshop — where we brought together police executives, researchers and representatives of community organizations to talk about how to measure police effectiveness. In that one-day workshop, we saw the police executives saying to the research community that they wanted research to help them understand what they were doing. The police practice has changed significantly, and there was a call to the research community to come in and try to understand what was working and, by implication, what wasn't. We had Bill Bratton, Dennis Nowicki, Tom Koby, Johnny Johnson, a number of police executives there saying, "We're doing things that are, we think, important, but we also understand that we need some objectivity to grasp the consequences on crime and fear of this new approach to policing, and that requires research." So there's no question in my mind that much of the research today is being conducted because police executives are saying that they want research.

LEN: Between NIJ, the COPS office and other branches of the Justice Department, there's a lot of money out there for community policing. Is the impact of this level of funding what's pushing community policing forward? After all, one police chief told us that he was advised to refer to nearly anything to a grant application as "community policing" and significantly improve his chances of being funded. Or, perhaps, is community policing flourishing in the United States because it really is that good an idea?

TRAVIS: Certainly, the Crime Act, which represents a significant investment of funds in expanding and changing policing, reflects the view that community policing is more effective. Look at the statute. There's no question that this is an effort to move policing in a direction of being more community-focused, more problem-oriented in its focus, and more effective in terms of ultimate results. It is more than an effort to pay the salaries of 100,000 police officers, and that is by intent. There's no question that this is what Congress had in mind and

within NIJ connected to that program area. NIJ typically invests between \$3 million and \$4 million each year in new research. Last year we invested \$14 million in policing research, the single largest investment in policing research ever. We also invested about \$1 million in research on violence against women, another \$1 million on boot-camps research, another half-million on drug court research, all connected with the Crime Act. Our strategy has been to develop research and evaluation programs that parallel the Crime Act initiatives so we can learn from this era of enormous innovation and major Federal crime-control initiative. Then we translate that learning into practice at the state and local level, and into the development of the next Federal initiative, whatever that may be.

LEN: Your mention of the corrections title reminds us that you've been said to have a "thing" for sentencing, that that's an area you're particularly interested in.

TRAVIS: That's right. Within NIJ we're giving a lot of attention to the issue of sentencing research, both in its broad and its narrow contexts. Narrowly, there's the need to evaluate the correctional initiatives of the Crime Act, such as boot camps, and sentencing and drug treatment in prisons. More broadly we're asking what role NIJ should play in assisting policy makers of the state and local levels in addressing the issues of sentencing and corrections and justice.

We think there's a need to do this because of the substantial investments that are being made in imprisonment; there's a need to do this because the courts are overwhelmed with cases, particularly in areas where mandatory minimums and three-strikes legislation are clogging the plea bargaining and dispositional processes. But we're doing this most broadly because there's a strong interest at the local level in thinking differently about how we sentence offenders and what the role of community should be, what the role of drug treatment should be, what the role of victims should be in the sentencing process.

Continued on Page 12

LEN interview: NIJ Director Jeremy Travis

Continued from Page 11

It's not an area where NIJ has done sufficient work, in my judgment. So we're thinking about restorative justice; we're thinking about drug treatment; we're thinking about alternative sentencing schemes and community courts. There are a lot of very interesting innovations being undertaken by thoughtful practitioners. We're trying to bring those people together to learn from each other and to develop a research agenda.

One of the strong lessons of the community policing movement over the past 10 years has been the focus on problem-solving, on developing strategies that respond to the variety of crime problems, the variety of criminal offenders and the variety of communities. That philosophy is now starting to influence the way other practitioners think about how they do their work. Whether it's prosecutors looking at community prosecution, or judges thinking about drug courts and domestic violence courts and DWI courts and community courts, or probation officers thinking about how to deal with sex offenders and drug addicts, the problem-solving approach is very powerful. It raises very fundamental questions about the way we think about imprisonment. The question then is how to incorporate a problem-solving approach into traditional sentencing schemes. So we're at the very beginning of a very exciting period of applying some lessons from community policing to our approach toward sentencing and punishment and justice.

LEN: Do you think that the criminal justice system, generally speaking, has the kind of sophistication needed to handle the degree of specialization you're describing — one kind of treatment for Offender A, another kind for Offender B, hard time imprisonment for Offender C, and so forth?

TRAVIS: It's not a traditional way of thinking, granted, but there are a number of jurisdictions where innovative practitioners are engaged in precisely this kind of thinking. It may require a different orientation and a different relationship between criminal justice agencies, and a non-traditional relationship among defense, prosecution, probation and judges; in that sense it is more ambitious than changing one agency, like the police agencies. But I'm optimistic; I think it's doable.

Checking the forecast

LEN: What proportion of your budget currently goes to the Drug Use Forecasting effort?

TRAVIS: It's a little over \$2 million each year, in 23 sites.

LEN: Recently a DUF survey was used to analyze access to weapons. Do you envision the DUF survey being used in the future to do more than simply test arrestees for drugs?

TRAVIS: In our view the Drug Use Forecasting program is a unique and highly valuable research platform that gives us an opportunity to ask policy development questions of the most important population group for criminal justice, which is the people who have been arrested. We have made a sustained effort over the past year, and it will accelerate in the coming year, to look at DUF as a survey of arrestees that enables us to learn enormous amounts about crime, guns, violence, public health issues associated with drug use, trends in drug markets and drug patterns — basically to have a quarterly window into the world of crime that no other instrument can provide.

So you're right, the first effort where we tried to use that window was the firearm survey we conducted last year. The way this happened is illustrative of how NIJ would like to use the DUF platform. There's a lot of interest, for very good reasons, in the access of juveniles to illegal gun markets. Where do kids get guns from? How do they use them? What is the gun culture that has developed within our cities? The Attorney General turned to us and said, "What can we learn about that?" We said we have a way to develop a research survey where we'll get quick results to significantly enhance our understanding of illegal gun markets — a survey through the DUF program. This technique is one that we want to ultimately build into a national survey on drugs and crime. Over time, we would like to be able to implement it in a number of different cities, in rural America and in suburban America, so that we can have a much more sophisticated and policy-relevant understanding of the changing nature of criminal behavior.

Another example is methamphetamine. There's a lot of interest in methamphetamine recently, so we commissioned a study of our DUF sites to ask about regional variations in the use of the drug. Here we were able to actually take the urine samples and answer the question through urinalysis. We discovered substantial regional variations in the methamphetamine phenomenon. This is the type of rapid turnaround, policy-relevant research that we think will enable us to have a more

effective response to changing patterns of crime and drug use.

LEN: Why doesn't the DUF survey include alcohol use?

TRAVIS: Good question. You may have suggested the next DUF study.

Number theory

LEN: Recently, some areas around the country have experienced dramatic decreases in crime. Is any research being conducted to determine what happened? After all, a constant disadvantage of any Federal agency under any Administration is that it really can't turn on a dime, so it begs the question of whether the news of crime decreases is in fact too new to have sparked any interest in the research arena. . . .

TRAVIS: There's been very strong interest within the Justice Department on the rapid decline of violent crime rates in some cities. NIJ has been involved in discussions with the Attorney General in trying to understand this, and also in trying to understand the coming crime wave as predicted by some. In response to the reductions in crime, we've done two things. One is the Measure What Matters series that we sponsored, which will spin off a separate research portfolio on measuring the effectiveness of police. But more directly, more immediately, we have developed an in-house research project called Violence in American Cities, where we will be looking at changes in crime rates over the last 10 years in the 75 largest jurisdictions in the country, with particular in-depth attention being paid to those cities that have experienced the most rapid declines, rapid increases, and rapid declines following rapid

We like to think of NIJ as more than a funding agency. It should be a forum for the exchange of ideas — an intellectually vibrant research institution.

increases. To conduct that in-depth survey, we will be sending NIJ researchers to 10 cities around the country to interview practitioners, drug-treatment providers, police executives and correction officials to try to develop a better understanding of this phenomenon. It's not the equivalent of turning on a dime, but it will be a pretty fast turnaround that will yield, we hope, some important findings.

LEN: The NIJ seems to be engaged of late in an unusual, if not unprecedented degree of in-house or intramural research. Can you describe this work and what prompted you to do this?

TRAVIS: We like to think of NIJ as more than a funding agency. It should be a forum for the exchange of ideas. We have developed a staff, particularly over the past year, who are some of the best and the brightest criminal justice thinkers in the country. Some of them are very young, very ambitious and very energetic, and there are a number of research ideas we want to pursue with this in-house talent, in part to be able to turn around research findings more rapidly and to be more responsive than the typical funding cycle allows. It's also in part to generate a sense that NIJ is an intellectually vibrant research institution. It's been very successful so far.

LEN: A recent report from NIJ attempts to put a price tag on the costs of crime victimization, and comes up with a figure of approximately \$450 billion. It's interesting in a sense that NIJ gets about \$30 million to study a problem that costs the American people \$450 billion. . . .

TRAVIS: This study represents an effort to quantify the cost of crime, even those parts of it that are very difficult to quantify, such as pain, suffering, emotional toll on victims. As a society we understand those costs, but we don't often try to put a dollar amount on them. So this study was really a ground-breaking effort to look at this as a social cost, the toll it takes on all of us. We know that crime is expensive; we know that the criminal justice system is expensive. What we don't understand very well is that the individual victimizations, the individual trauma and emotional suffering, when aggregated, reflect an enormous social cost. So this study, I think, really sets a new standard for trying to understand the financial implications of crime. I hasten to say that not all of those costs show up on budget sheets, and a lot of those costs are not out-of-pocket costs. That doesn't undermine the value of the study. It just says that the

implications of its findings have to be thought through separately and carefully.

LEN: What are among those policy implications?

TRAVIS: Well, I think the most effective policy is to prevent crimes from happening. I think this report suggests that investment in crime prevention is a wise social investment. Whether that crime prevention comes about by after-school programs, truancy programs or the wide use of incarceration is not the point. The point is that there's an investment that pays benefits in terms of reducing these costs. So the debate over crime-control policy just takes on an added urgency by reminding us that they're very real costs.

Tools of the trade

LEN: With respect to another component of NIJ, namely the Office of Science and Technology, there appears to be greater activity than in the recent past. What's going on here?

TRAVIS: This part of NIJ is experiencing rapid growth, and that growth is attributable to a strong public and political interest in assuring that police officers and police departments have the latest technological tools available to them. Congress last year appropriated \$37.5 million to support a partnership between the departments of Defense and Justice to transfer military technologies to civilian law enforcement use. Congress also has appropriated money to support five regional NIJ law enforcement and correction technology centers to bring the latest advances in technology to the law enforcement agencies in that region. So the next five years will see an explosion of investment in technology, and much more technology actually being made available to front-line police officers.

This is a new world for the technology industry. Many of these companies are used to dealing with one client, the Department of Defense, and they now face a market of 17,000 police departments, most of which are smaller than two dozen officers. So at the same time that they're trying to learn how to deal with the market, police departments are trying to figure out

how to make these purchases, and how to persuade police executives and local city councils and taxpayers of the need for this technology. The role of NIJ is to help facilitate those discussions so that the real needs of police officers can be met.

LEN: Just about everyone at some time has read or heard of a major procurement scandal in the Defense Department, like hammers that wind up costing \$600, or \$2,000 toilet seats. Now that the Justice Department and the law enforcement community are getting involved in what will probably be major dealings with the private manufacturing sector, are any checks and balances being put in place to make sure that police departments won't be paying \$600 for a hammer?

TRAVIS: One of the services that NIJ performs is to rate various products being offered by the private sector. These ratings are then made available to local police departments. This is an area where the diffuse nature of the police market actually helps because it will be highly competitive. So my guess is there will be very few of those scandals.

LEN: Like your counterparts in other Justice Department bureaus, you are a Presidential appointee. In addition, as you've mentioned, you're responsible to Congress on various legislation. To what extent does politics influence the running of NIJ?

TRAVIS: Overall, I think! [Laughs.] Actually, since being here I've been impressed that both the Senate and the Attorney General stressed the importance of an independent research entity within the Department of Justice. This is enormously valuable to us as we carry out our mission. At the same time, Congress decided 25 years ago that NIJ should be located within the Department of Justice and that the director should be a Presidential appointee in order to ensure that the work of NIJ reflects the broad policy directions of the Administration. So we're very proud of our non-partisan, independent reputation and we treasure that. We're also very proud of being part of an Administration that is as concerned as this one is with the issues of crime and violence within local communities and is so responsive to those broad concerns.

Depoliticizing the agenda

LEN: Some people who are well known and well respected in the field have observed that from time to time a researcher may

"There's a growing recognition of two important facts. One is that support for democratic policing in emerging democracies is in the U.S. national interest. Secondly, there's a recognition that crime is increasingly transnational."

have a really, really good idea, but it doesn't get funded because it doesn't fit into the political agenda of the moment — it doesn't blend well with the current flavor of the month. . . .

TRAVIS: This is something I feel very strongly about. We issued a research plan that is purposely written very broadly. We reduced it from 120 pages to 20 so that the research community would understand that we were not prescribing specific research topics as the topic of the month. I've also been very insistent that the proposals that are submitted in response to that research plan are reviewed first by a peer review panel, and then by the NIJ staff before they come to the director for any decision. I will not approve the funding of a proposal that has not survived both peer review and staff review, so that the research community and the taxpayers know that the NIJ research portfolio has met those very rigorous tasks.

What we are looking for is for the researcher to say to us that the area of knowledge where they propose to conduct research will produce findings that will be valuable, that the research will be carried out in a rigorous fashion, and that this particular researcher is highly qualified to carry out that particular research undertaking. And even of those proposals that meet that standard, not all of them get funded; we fund one in 12. So it's a very competitive process where we ensure that the highest standards of research rigor are maintained long before the proposals come in for my review. I feel very strongly that the process we set up will ensure that the research represents a wise investment.

LEN: If a researcher, perhaps in tandem with a police practitioner, comes in with an idea that is not relevant to anything in a specific NIJ research solicitation, but which they believe is a really good thing, can they approach you for funding? Is there a means by which that can happen?

TRAVIS: There was no research limitation in the area of crime or justice that wouldn't fall within our solicitation, if you read it. We intended to write it that broadly. We're trying to avoid

people guessing what NIJ wants to fund.

LEN: NIJ is currently engaged in a partnership effort with the State Department on international policing.

TRAVIS: This is a very fertile area for bringing researchers and practitioners together on an international basis, particularly from countries that are struggling to establish democratic institutions. It's exciting and will help fulfill NIJ's mandate from Congress to develop an international dissemination of ideas. So this is something I hope and predict will be an area of development over the next years as the entire Federal Government from the FBI to DEA to Treasury engages in international law enforcement activities. NIJ will be playing its role as well.

LEN: Won't there be those who will say, "We've got so much trouble at home, why are we spending all this time and money on overseas stuff?"

TRAVIS: I think there's a growing recognition of two important facts. One is that support for democratic policing in the emerging democracies is in the U.S. national interest. One need only look at Haiti to understand that. Support for democratic, effective policing in Russia clearly is in our national interest. Secondly, there's a recognition that crime is increasingly transnational, and that we have a very practical interest in developing a better understanding of what's happening in organized crime activities in other countries because it has an impact in local jurisdictions.

LEN: Do we have anything to learn from other countries?

TRAVIS: Oh, sure. This is a two-way street.

LEN: We understand you have a new solicitation coming out fairly soon, and that there are some new areas in it.

TRAVIS: We will fund a new round of research that will build

upon the foundation that we set last year with respect to evaluating community policing initiatives, specific innovative approaches to crime, and the relationship between the police and the community. We will also fund a second round of locally initiated research partnerships because this has been a great success from the point of view of researchers and practitioners. Finally we'll be funding two new areas of research that are of critical importance to the policing profession. First, we want to develop a better understanding of the effectiveness of police activity. What is the impact of police on crime, on fear, on citizen confidence, and how can we maximize the effectiveness of police performance? This part of the new solicitation is a direct outgrowth of the work Joe Braun and I have undertaken in the Measuring What Matters workshop series. We will also be funding a new initiative on police integrity and ethics to develop a better understanding of what is working in the field to increase the integrity of police officers and reduce police misconduct and increase citizen confidence in the police. These are projects that have been developed jointly by NIJ and the COPS office, which again shows the benefit of this interactive relationship we have.

LEN: Lately there seems to be a lot more coordination of the various branches of Justice compared to any other time in recent memory. What might this be attributable to?

TRAVIS: It starts at the top. Janet Reno insists upon coordination. Sometimes coordination has not historically been present within the Justice Department, but she insists on it. The advent of the Crime Act has clearly provided both an opportunity and an obligation to coordinate. It's been one of the most gratifying parts of my job here, working with my colleagues in the COPS office, or the Corrections office, or the Violence Against Women office on developing research and programmatic initiatives. I think it's a remarkable group of people who have been brought together at this point in history to carry out this historical mandate, and I'm fortunate to have such highly engaged and thoughtful colleagues.



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By Clyde Cronkhlte
(First of two parts.)

Consider the following timeline:

The 1950's brought what could be termed the Employee Relations Period, with an interest in motivating employees. The 1960s, the Social Equity Period, highlighted law enforcement's responsibility to guard against infringements of individual liberties. The police were responsible for enforcing laws intended to provide social equity, even when some elected officials and community members (and, to be sure, some police officers) did not favor such enforcement.

The history of American law enforcement appears to be one of circumrotation. From early colonial days policing in this country was meant to be shared by community members. As law enforcement became more formalized, we adapted the principles of England's Peelian Reform of 1829 (and one can't help but notice the similari-

The contextual themes of policing might be compared with Maslow's Needs Hierarchy. He saw human needs — physiological, safety, social, ego and self-actualization — as a series of ascending building blocks. When one's physiological needs were satisfied, one could progress to the next level, and the next, ascending the levels of needs as each succeeding level was satisfied. However, if one arrived at the self-actualization level, for example, and suddenly experienced a serious financial setback, one tended to refocus on safety needs or physiological needs. So it is

Today's law enforcement professional must attend to specific problems while maintaining an awareness of the vast multiplicity of potential problems. He or she must maintain an eclectic perspective whereby past themes, theories and concepts are modulated to focus on current issues. The eclectic perspective has been important throughout the history of policing. And, in light of the number and diversity of current and future policing issues, this perspective is also crucial in developing successful approaches to contemporary challenges. As Ott, Hyde and Shafiriz put it in their text, "Public Management: The Essential Readings" (Prentice-Hall, 1991): "Public management must continue to seek ways to be proactive on behalf of human kind while avoiding administrative errors in a very chaotic world."

(Clyde Cronkhite, D.P.A., is chair of the Department of Law Enforcement and Justice Administration at Western Illinois University. He rose through the ranks of the Los Angeles Police Department, retiring as a deputy chief, and later served as police chief of Santa Ana, Calif.)

By Eugene V. Mornbita

Oleoresin capsicum (OC) spray proved a force equalizer in situations where officers were at a physical disadvantage, and also resulted in fewer injuries to both officers and offenders. At the same time, however, it was not as effective as is popularly believed.

The study, of which I was a co-author, reviewed over 2,000 use-of-force reports from the Tallahassee (Fla.) Police Department filed between May 1, 1993, and Dec. 31, 1995. Officers employed pepper spray against resisting suspects

(Eugene V. Morabito is a graduate student in criminal justice at Florida State University.)

in 999 of these cases. The analysis examined several individual factors to determine their effect on the likelihood of OC spray being used. These variables included the gender, race and relative height and weight of officers and offenders, officer education and experience level, offender intoxication, weapon possession, and offender resistance level.

The Tallahassee PD employs a six-tier use-of-force matrix to govern officer response to offender actions. In ascending order, the phases of offender resistance are presence, verbal, passive physical, active physical, aggressive physical, and aggravated physical. The corresponding levels of officer response are presence, verbal control, physical control, intermediate weapons, incapacitating control, and deadly force. When the agency introduced pepper spray in May 1993,

it was classified as a Level 4 response — an intermediate weapon. In June 1994, OC was downgraded to Level 3, physical control.

The study first compared OC as a Level 4 response to the use of a police impact weapon. At lower offender resistance levels, officers chose pepper spray over the baton. However, as offender resistance increased beyond active physical resistance, impact weapons gained favor

As a Level 3 reaction, pepper spray was then compared with physical control techniques such as come-alongs, takedowns, pressure points and the like. Once again, at lower resistance levels, officers chose pepper spray over physical techniques. However, as offender resistance increased beyond passive physical resistance, the use of OC declined.

Continued on Page 15

Clear choice

To the editor:

Earlier this year you ran an article concerning efforts to provide union representation to the United States Capitol Police [LEN, March 31, 1996]. You stated that "The Teamsters union and the Fraternal Order of Police are among the groups vying to represent [them]."

The International Union of Police Associations is also "among the groups," and perhaps has the clearest message of all. Unlike the Fraternal Order of Police, which Officer Copeland of the Capitol Police describes as a "good-time party organization," we are a fully chartered AFL-CIO union. Also, unlike the Teamsters, who represent a broad and unrelated variety of unions, our entire membership is composed exclusively of full-time, working law enforcement officers.

When it comes to representation, the Capitol Police has three options: a fraternity with no union charter; a chartered union in which neither the leadership nor the membership has a majority interest in the unique demands of law enforcement work, or the International Union of Police Associations, with a 100-percent focus on law enforcement, leadership composed of experienced police officers, and backed by the millions of AFL-CIO members. The contest is far from over, but we expect the choices to become increasingly clear.

SAM A. CABRAL
International President
of Police Associations,
AFL-CIO
Alexandria, Va.

Note to Readers:

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Answers & questions about use of OC spray

Continued from Page 14

Officers who were shorter and lighter relative to the suspects they faced were found to prefer OC spray over personal weapons (that is, hands and feet). In addition, pepper spray was used more frequently against less dangerous offenders as measured by their possession or implied use of a weapon and their actual or implied physical resistance.

Compared to both impact weapons and personal weapons, OC spray resulted in fewer injuries to both officers and offenders. Use of pepper spray alone reduced injuries to officers and offenders by almost half compared to the use of a baton. More significantly, as a Level 3 use of force, OC resulted in only two injuries to officers and six injuries to suspects. When officers employed other physical control techniques, 72 officers and 73 suspects were injured.

Notably, several factors had no bearing on the decision to use OC. Offender race and gender had no impact. Similarly, officer race, gender,

educational level and experience played no role. Finally, the degree of offender intoxication did not influence the decision to use pepper spray.

A second phase of the study examined OC effectiveness. Pepper spray worked in 72.7 percent of the incidents after exclusion of seven target misses and three malfunctions. OC's effectiveness against mentally ill or intoxicated individuals was not significantly different from the overall rate. Such results counter the popular impression that pepper spray is over 90 percent successful.

Effectiveness was significantly lower for those offenders receiving multiple doses. The effectiveness rate for these suspects was 58.3 percent. While it may be tempting to assume that multiple applications indicated that the first burst was unsuccessful and subsequent applications were, this was not usually the case. Many times several different officers applied OC simultaneously with no apparent effect. In these cases, it is not true that if a little is good, a lot is better.

Research into the use of OC spray is not well developed. The Tallahassee study, while shedding some needed light on this phenomenon, is only a preliminary effort geared toward identifying future avenues for research. Caution should be exercised in applying the conclusions of this study. Besides demonstrating a link between physical stature and raising questions about OC spray's effectiveness, other interesting research avenues were revealed. For example, officers seem to use less force than department policy allows in the vast majority of situations. Such a result counters the popular perception that officers are violence-crazed abusers of force. Notes Dr. Bill Doerner, a co-author of the study: "There is a great deal of popular attention devoted to situations where officers exert excessive force. However, there is little study of the much more frequent cases where individual law enforcers use nonviolent techniques to defuse dangerous situations. More research effort should be devoted to this area."

NIJ study rings up the cost of crime in America: \$450 billion

Continued from Page 1

us," said NIJ director Jeremy Travis, who added that it "sets a new standard for trying to understand the financial implications of crime."

The researchers estimated that personal crimes cost \$105 billion annually in medical costs, lost earnings and public services related to victim assistance.

Violent crime, including drunken driving and arson, accounts for \$126 billion, while property crimes were tagged at \$24 billion. Estimates of the costs linked to child abuse and domestic violence do not take into account future costs that may be generated as victims grow into adulthood and suffer side effects of the abuse or become victimizers themselves.

Other estimates in the report include:

¶ Violent crime makes up 3 percent of U.S. medical spending and 14 percent of injury-related spending. It also results in wage losses equivalent to 1 percent of U.S. earnings.

¶ The "lost quality of life" for a murder victim and his family was set at \$1.9 million. In contrast, the average cost of a police homicide investigation is about \$1,400.

¶ Ten percent to 20 percent of mental health care expenses can be attributed to crime, mostly for victims treated as a result of their victimizations. The researchers estimated that about half of these costs are for child-abuse victims who received treatment years after the abuse incident. The estimate does not include treatment programs for perpetrators.

¶ The average rape or attempted rape costs \$5,100. "The bulk of these expenses are medical and mental health

care costs to victims. However, if rape's effect on the victim's quality of life is quantified, the average rape costs \$87,000 — many times greater than the cost of prison," the report said.

Aggregate out-of-pocket costs of rape total an estimated \$7.5 billion, which the researchers said are roughly equal to the out-of-pocket costs to burglary victims and less than the approximately \$9 billion cost of larceny. But when pain, suffering and lost quality of life are factored in, the cost of rape jumps to \$127 billion.

"One of the things you see [in the report] is that crime is expensive and that means it does make sense to be spending money on effective crime prevention actions. The issue is, what's effective?" said Ted R. Miller, the study's lead author, who is associate director of the National Public Services Research Institute in Landover, Md.

"The other thing I think is interesting is that although the lion's share of the costs are due to violence, most of the compensation goes to non-violent [crime] victims. We compensate more than half of the costs of non-violent victimizations and a minuscule amount in the costs of violence," Miller added.

The logical next step in the research is to conduct cost-benefit analyses of crime intervention and prevention strategies and victim assistance programs, he said.

The estimates were derived from data from the National Crime Victimization Survey. The researchers estimated the intangible costs by examining jury awards to crime victims, other statistical studies on the value of life and the cost of psychological services for victims.

LAPD training slammed

Continued from Page 1

"are allowed to resume field duties without remediation," raising liability issues for the city.

McBride termed this criticism a "non-issue," saying the number of officers who fail to qualify in firearms tests is "a minute, infinitesimal percentage" of the total officers on the force. "Every department in the country has a small percentage of officers who have a difficult time qualifying — everybody," he said.

Some of the officers in the group have had problems gripping the two types of 9mm weapons used by the

department, McBride said. "Some people who are not expert shots will do fine in a critical, life-endangering kind of situation. Yet on a range in a staged situation, they don't do well."

¶ Training officers must do their jobs using out-of-date facilities and equipment. The report said trainers sometimes used wooden blocks to simulate hand-held radios because there are only four real radios in the academy. "There is constant and justified criticism from field operations that the recruits don't know how to use the radios," the report stated.

With budget negotiations continu-

ing, McBride said it was too early to tell how much money might be available to address some of the training issues. But police officials have requested 100 new training officers — 40 of whom would be assigned to the academy, and the other 60 sent to field operations.

"We have hudget meetings as we speak," McBride told LEN earlier this month, "and training issues certainly are one of the big issues there, but they haven't been resolved yet."

THE NATIONAL INSTITUTE OF JUSTICE Requests Proposals for Research and Evaluation in Crime Act Areas

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The National Institute of Justice (NIJ), the research arm of the U.S. Department of Justice, is seeking proposals to perform research and evaluations related to initiatives under the 1994 Crime Act. NIJ is issuing the following solicitations, most have deadlines in July and August 1996.

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- Sentencing and Corrections (SL000141)
- Violence Against Women FY 1996 (SL000144)
- Drug Court Evaluation (SL000145), to be issued later in the summer

To obtain specific information, please contact the U.S. Department of Justice Response Center at 800-421-6770 or by fax at 202-616-9249. To obtain a copy of a solicitation, contact the National Criminal Justice Reference Service at 800-851-3420 or e-mail askncjrs@ncjrs.org, please give the ordering number.



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Criminal Justice Library

All their yeggs in one Bosket:

A family's two-century tradition of tragedy

All God's Children:

The Bosket Family and
the American Tradition
of Violence.

By Fox Butterfield.
New York: Alfred A. Knopf
Publishers, 1995.
389 pp., \$27.50.

By John H. Lyons

The Bosket family's tradition of violence reads like a gloomy soap opera, an American tragedy, a reality of cultural heritage. Willie Bosket, regarded as New York's ultimate bad guy and whose picture appears on the book's cover, now spends his days in isolation at an upstate, maximum-security prison, climaxing a life of violence. Butterfield traces the upheaval that permeated Bosket's life through generation upon generation of forebears, all the way to the settlement of Edgefield County in South Carolina by the Scotch and Irish and the establishment of slavery in the South.

Too often we see American violence in discrete terms, and indeed, recent political attitudes reflect a one-sided willingness to deal only with symptoms. In New York as in other states, cities in economic decline compete for dollars to build new prisons. Even so, Americans do not feel any more secure today.

Butterfield's laboriously documented chronicle imparts the propensity for violence that characterized the hard-drinking, pugnacious settlers of rural Edgefield County in the 1760s. Before the Civil War, "Bloody Edgefield" could boast a murder rate four times that of Massachusetts; whites committed most of the violent crimes. Contrary to popular belief, Butterfield tells us, it was the South, not the "wild"

West, that was the most violent region of the United States.

The settlers' code of primal honor, historically embedded in blood feuds, compelled a passion in which manhood and reputation were tied to violence. The law and Christian ethic of turning the other cheek were weak; a man's honor demanded satisfaction for an insult or injury. Dueling remained popular even after it had been outlawed. Physical violence spilled over into political extremism, setting an emotive pattern that propelled the South into the Civil War. The sensitivity to the opinions of others that set the old South apart remains today as a cultural relic of the South's bellicosity.

With the Civil War lost and black slaves freed, Southern grandeur became economic despair. Whites lost their labor supply, and now feared their non-equals. Blacks, who had known only servitude, lacked education and social status. Negroes both before 1865 had tended to be non-violent, but, as Butterfield notes, that would change.

As slaves, blacks had been considered property, and as such had only first names. Much of their identity was borrowed from their masters, and after emancipation, many took the overlord's surname. Thus, Bauskett became Bosket. The Negro was free to choose now, but still a social outcast. With no identity of his own, we see how honor laced with violence was incorporated to support a concept of manhood needed for survival. Slavery had been an equal-opportunity destroyer; its tyranny brutalized blacks and whites alike. The Southern establishment had lost the war, but continued to maintain social, economic and political control through a system of violence, Jim Crow laws and rigged elections. In 1896, Saluda County, once part of Edgefield, had a violent crime rate of 35 per

100,000, higher than New York City in 1992.

Butterfield's account of the Boskets is really several tales revealed through the lives of male lineage. Not that women didn't play a role. They often brutalized the male offspring and turned to prostitution to survive, lending an unstable continuity to family life. The family first moved to Georgia in search of a better life, then to New York. The first Bosket born after manumission was Pud, born in 1889. His son, James, was only 2 years old when Pud died in 1924. Father and son both died after a life of crime and violence, hard drinking, and an illusionary search for manhood, the need for respect.

Willie Bosket's father, Butch, was born in 1941, and was abandoned by his parents by age 5. Frequent beatings by his grandmother coupled with street violence he saw and experienced taught him to equate brutality and vehemence with a man's respect. When he moved to Harlem at age 8 to be with his mother, she continued the pattern of cruelty. He set the house on fire. Violence in, violence out. After his mother told him to get lost, he ended up in a shelter, beginning a life of crime and institutionalization. Our sensibilities are deeply touched by Butterfield's penetrating insight into cultural violence and the broken lives sacrificed to street honor.

By the time Willie was born in 1962, violence was a pre-eminent condition of manhood, a permanent part of survival on the street. The predator's code called for being tough and using people, denying all feelings until there were no feelings left to deny. Willie looked like his dad. He would be just like him, he thought. Hatred for his mother eventually became hatred for the system that raised him. By the time he was 15, he boasted of commit-

ting 2,000 crimes, including murder. He wasn't sorry. Psychopaths never are. When you've been hurt, you learn to hurt back, not to care.

Willie Bosket is a legend, particularly in New York where he continues his life in prison. Butterfield describes a life that was effectively condemned before it began. If only we can reach children who are in trouble before the age of 7 or 8, he says, maybe we can reverse this trend. New York State had moved the youngster from one institution to another like some high stakes game of musical chairs. No one person oversaw a troubled life, impersonality being a sad feature of large bureaucracies. As Willie would later claim, the system created a monster — him.

Political philosophy has hardened "Get tough" attitudes have replaced earlier efforts to rehabilitate criminals. In Butterfield's estimation, we missed the mark both prior to and since

Willie Bosket. The permissiveness that grew out of the 1960s has led to more crime and violence, but the recital that follows will only put more violent criminals back into society. As such, he suggests, parents should be taught to raise children with love and caring discipline. We must make jobs available and return order to the schools.

For anyone interested in criminology, this book is a virtual compendium of information about violence in American cities. The social and economic costs of criminal and familial dysfunction. Who pays for it? Is it those who, like Willie, end up in a cell? Is it those who are the victims of crime, or the survivors of those victims? You and me? It's all God's children.

(John Lyons is a freelance writer on criminal justice and social issues. He has worked for the South Carolina Department of Social Services.)

NEW from the Editors of
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BOOK NEWS

HANDLED WITH DISCRETION Ethical Issues in Police Decision Making

Edited by John Kleinig
224 pages, June 1996

Criticisms of how police exercise their authority are neither new nor uncommon. Police officers have considerable power, and they often must draw upon that power in complex and pressing circumstances. This collection of essays by fifteen leading specialists in ethics and criminal justice examines the nature of police discretion and its many varieties.

CONTENTS Introduction, John Kleinig; Police, Discretion, and the Professions, Michael Davis; Response, Vidar Halvorsen; From the State of Nature to Mayberry, Joan McGregor; Response, John Kleinig; Is Police Discretion Justified in a Free Society?, Jeffrey Reiman; Response, William C. Heffernan; Police Discretion and Police Objectivity, Howard Cohen; Response, Rorlyan Policing?, John Pittman; Racial Generalization and Police Discretion, David Wasserman; Police Discretion and Discrimination, Howard McGary; Response, Racial Generalization, Police Discretion, and Bayesian Contractualism, Arthur Isak Applbaum; Police, Prosecutors, and Discretion in Investigation, Candace McCoy; Response, Robert Jackall; Structuring Police Discretion, James J. Fyfe; Response, Diana R. Gordon; Index

ISBN 0-8476-8177-7 \$19.95 paper
ISBN 0-8476-8176-9 \$57.50 cloth

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F.Y.I.

A roundup of capsule information on emerging research and development, books and resource materials, and other items of professional interest.

Workplace Violence Video. "Zero Tolerance: The Role of Law Enforcement," the latest release from Crime Prevention Resources, of Medford, Ore., includes interviews with workplace violence experts from a wide array of disciplines. Contact: Tom Monson, (503) 779-0016

"Records Management: A Practical Guide for Cities and Counties," a comprehensive guide from the International City/County Management Association, covers every aspect of records management, from setting up a program to protecting against loss and liability to using new image technologies. Contact: Julie Butler, (202) 962-3648

Internet Solution. Coming in July 1996 from PSI International and Sun Microsystems Federal, *Internet in blue* is a Java-based solution that will make optimal use of the capabilities of the Internet to help police agencies fight crime, and promote citizen involvement and community-based policing. Contact: Martha Hill, (703) 352-8700.

"Court Security and the Transportation of Prisoners: A National Study" is a three-volume work recently published by the National Sheriffs' Association. The study assesses the current state-of-the-art in court security and prisoner transportation, determines areas for improvement, and offers recommendations for upgrading procedures. Contact: A.N. (Bubby) Moser Jr., (703) 683-6541.

Trend Tracking. A new research bulletin from the Illinois Criminal Justice Information Authority, "Major Trends in

Chicago Homicide: 1965-1994," examines the nature of homicide, patterns that identify the risk of becoming a homicide victim or offender, and how different types of homicide require different prevention strategies. Contact: Sharon Bond, (312) 793-8550.

Scholarship Founded. Northern Michigan University has created a scholarship for students in criminal justice studies in honor of the late Arthur D. Wood, a longtime newspaper editor and probate judge in Michigan who became a national pioneer in prison and parole reform. Contact: Dr. David Kalinich, (906) 227-2660

On-Line Survival. Calibre Press, creators of the Street Survival® seminar series, has launched "Street Survival Newslines," an e-mail service that will provide periodic updates on survival tactics and much more to subscribers. Contact: Scott Buhmaster, (800) 323-0037. E-mail: CalibrePr@aol.com.

Melting-Pot Policing. "Lengthening the Stide: Employing Peace Officers from Newly Arrived Ethnic Groups" is a new 50-page book from the National Crime Prevention Council that takes a comprehensive look at ways police departments can recruit, hire and retain members of ethnic minority groups. Contact: NCPC, (800) NCPC-911

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Tribes take over policing from hard-bit BIA

Continued from Page 1

director of management and administration and chief budget officer for the BIA, referring to earlier forecasts by bureau officials. Then, Ada Deer, the Assistant Secretary for Indian Affairs said the proposed cuts to BIA would require the elimination of 3,000 positions — about one quarter of its workforce — and "wreak devastation" on tribes.

Although BIA has laid off or expects to lay off about 400 employees, McDivitt told LEN that none of them are to come from police forces on the reservations. "The guidance that the deputy commissioner gave us was that law enforcement positions were to be protected. Now what I will absolutely not promise you is that somewhere out there a vacant position may have been abolished, but they were not supposed to be doing that," he said.

Current funding levels might allow reservation police to maintain current levels of service, but what officials say is needed is an infusion of personnel, resources and equipment to meet current and future challenges and regain ground lost to prior austerity moves.

No Time Out for Proactivity

"If we're going to get anywhere, it's got to be in the area of trying to prevent some of this crime," said Ted Quasula, director of BIA's Division of Law Enforcement, which is headquartered in Albuquerque, N.M. "To prevent the crime, we need to be proactive."

But we can't just say 'time out' and start trying to prevent this stuff. We simply don't have enough cops in Indian Country to provide coverage around the clock like anywhere else in America."

Keith Beartusk, the area director of BIA's Billings Regional Office, which oversees reservation programs, including police, in Wyoming and parts of Montana, said the austere budget situation will affect law enforcement "to some degree. We didn't remove any police officers but there have been some clerks in our law enforcement programs who lost their jobs and there may have been a few vacant law enforcement officer positions that we left vacant. But there's no question it will affect our ability to deliver services."

"We've taken a giant step backward as far as resources in the last couple of years," said Quasula, a 22-year veteran of the BIA who is a member of the Hualapai tribe in Arizona. "We've already laid off some people, and we've already abolished a number of vacant positions we had."

With about 60 percent of Indian Country's police programs now being run by the tribes themselves, less than 400 uniformed BIA police officers are assigned to about 40 locations, mostly working the vast reservations in the West. That's down from about 500 a few years ago, Quasula told LEN.

BIA officers are backed by 97 criminal

investigators who also are responsible for the same wide territory. Their numbers have fallen from 135 three years ago, he added.

A BIA survey counted about 1,100 tribal police officers before the Federal program to finance supplemental police hiring came into being two years ago, Quasula said, adding that the total

people." Small wonder, he added, since BIA officers tend to be trained to do many aspects of police work — duties that are usually delegated to specialists in larger agencies. "I've had big-city cops come out and visit us and all of them just can't comprehend how we operate with so little. They'll have a homicide and they'll send the evi-

the resulting tribal police departments are usually better funded, more responsive to the needs of the tribal members and less likely to engage in brutality and other misconduct. Over 100 tribes now administer their own police services, including an increasing number who have gambling casinos on their reservations.

"It's been a large undertaking in that we've had to formulate policies and set up a program. It hasn't been totally problem-free," said Wilma Bordeaux, a member of South Dakota's Rosebud Sioux tribe, who has been active in criminal justice issues and is a former chairperson and commissioner of the tribe's Law and Order Commission.

The tribe moved to contract its own law enforcement services after numerous complaints from some of the reservation's 23,000 residents about BIA officers, who Bordeaux said often exhibited a degree of indifference toward their constituents. Problem officers often were just transferred to another reservation, she added.

"There was just overall dissatisfaction," she told LEN. "There was a lot of excessive force. . . . People weren't happy with response times. Sometimes the bureau didn't have many officers, maybe seven to a dozen covering the reservation. Coverage wasn't thorough a lot of times."

Rosebud Sioux Tribal Law Enforcement Services currently has 22 officers, and the tribe, through police hiring grants awarded by the Justice Department's Office of Community Policing Services, expects to hire at least 20 more officers this year, Bordeaux said.

Bordeaux said that in the nearly three years since the conversion began, residents of the reservation have noted improvements in response time and officer courtesy. The agency has been decentralized, with officers stationed in several reservation communities. "That's really cut response time down, and crime has been cut back some," she said.

Back to Square One

John Woodenlegs, a councilman for the Northern Cheyenne tribe in Lame Deer, Mont., told LEN that after an unsuccessful attempt at a contractual arrangement, which was abandoned because of funding problems, the tribe is once again under BIA jurisdiction. "We took over one time, but there were money problems. We really couldn't do it ourselves," he said.

Woodenlegs said about five or six BIA officers patrol the 90-square-mile reservation, where about 7,000 Cheyenne live. Tribal residents and officials are concerned about the possibility of more cuts that would hamper the efforts of a force already spread thin, he said. "Our area is getting more of a cut than any other area, from what I understand," he said, adding that about 16 law enforcement positions had disappeared in recent years.

Mary V. Thomas, Governor of the Gila River Indian Community in Sacaton, Ariz., said the community is going ahead with plans to begin contracting law enforcement services from BIA. "My job as tribal leader is to try to plan for the needs of the community and act accordingly," she told LEN. "We feel this will allow us to design a police force the way we want it."

"We simply don't have enough cops in Indian Country to provide coverage around the clock like anywhere else in America."

has since increased because tribal police are eligible to apply for the Justice Department grants.

Losing Good People

Starting salaries top off at \$20,000 a year, which Quasula termed "probably, clearly, no doubt, bar none the worst in the entire Federal law enforcement system." Low pay "makes it damned hard to recruit people," he said, adding that some of BIA's best officers and investigators often take jobs in new tribal agencies, while others go on to other branches of Federal law enforcement to maintain benefits such as pensions.

Other law enforcement agencies, Quasula said, "love to rip off our good

dence technicians, they'll send everybody in the world. It isn't like that in Indian Country. You're trained to do the photographs, to gather all of the evidence, do the whole thing. There's a great number of cases where you get the honor of hauling that dead body back to the morgue."

Woody Wright, director of the BIA's Indian Police Academy in Artesia, N.M., said that over 2,500 officers completed its 16-week training program in 1995, most of them tribal police officers. "We cram 22 weeks into that 16," Wright said, including specialized modules on various tribal laws and "jurisdictional issues that affect Indian Country," police management, child-abuse investigation, domestic violence and gangs.

Wright said he doesn't expect any impending cuts to affect the training program too severely. "If they cut our budget, we'll just have to readjust our training schedule," he said.

Officers also are required to undergo 40 hours of in-service training annually. "Our standards supersede a number of states," Quasula asserted.

The duties of an officer in Indian Country have grown increasingly dangerous, Quasula said, since officers routinely patrol remote areas alone. "Probably the most disheartening, tragic and fearful part of our job is that last year alone we lost three officers in the line of duty. One was killed in a helicopter crash. One was making a traffic stop and was shot by the driver. He didn't have a chance. Another one was beaten to death by thugs. If that officer had had quick backup, or if he had been on a two-person patrol, I seriously doubt he'd have been killed."

Going It Alone

A number of tribes are opting to set up their own police agencies. The Tribal Self Governance Act of 1994 calls for the expansion of a tribal self-governance program to 20 additional tribes annually, under which tribes develop a compact of self-governance with the Federal Government. Under such a compact, tribes can plan, consolidate and administer programs, services and activities usually administered by the BIA, including law enforcement.

It's not an overnight arrangement, sources told LEN, but rather one that takes months, even years of planning. "We highly encourage it," said Quasula. "But we're also saying law enforcement is a little bit special, a little bit different. It's a 24-hour headache operation with high liability."

Tribal members interviewed by LEN say transitions to self-policing are not without hardship, but once achieved

police who are under the supervision of non-trained BIA generalists — bureaucrats, for the most part."

Keith Beartusk, area director of BIA's Billings Regional Office, which oversees the Wind River Agency, took issue with that view, although he agreed that in most cases, supervisors "probably don't have the specific training and experience."

Beartusk, who could not provide information on the number of officers in his area who have been disciplined for excessive force and other misconduct, said his office takes brutality reports seriously. "It is a concern and we are working hard to take corrective action," he said.

Francis, who has been an outspoken critic of the BIA, said little appears to have changed on the Wind River reservation, with tensions remaining high since the hearing. "I still get accounts of brutality in the term papers of some of my students," many of whom live on the reservation, he said.

Francis said he doesn't believe the BIA's internal affairs unit has the resources to make a real impact. He told Congress as much at the hearing, calling for a decentralized approach to the problem. "Any system of internal affairs investigation based regionally or out of a national office will never succeed," he testified. "Complaints will not come forward and the investigators will not have the knowledge and understanding of the local community to provide the necessary services."

— Jacob R. Clark

Brutality, abuse & neglect: BIA grapples with chronic problems

Just how bad are problems of brutality, civil-rights abuses and official indifference to misconduct by Bureau of Indian Affairs police? At least bad enough to have gotten the attention of Congress, which held a hearing into the issue in 1994, followed shortly thereafter by the formation of a BIA unit to investigate complaints of excessive force.

At the March 1994 hearing of the House Natural Resources subcommittee on Native American affairs, witnesses testified that the BIA did little to investigate brutality claims and that officers used excessive force with impunity.

A veteran BIA official said the three-member internal affairs unit was in the planning stages before the hearing, but conceded that such a mechanism was long overdue. "We in BIA law enforcement have been saying for years that we need an internal affairs capability," said Ted Quasula, director of BIA's Division of Law Enforcement.

The Congressional hearing was convened after the The Associated Press reported that 17 brutality complaints were filed by residents of six Western reservations from April 1990 to March 1993. The AP said that the residents complained of being choked, sprayed with Mace, kicked in the groin and hit in the head, and suffering broken limbs from beatings.

The AP reported that no officers were punished in any of the cases, even when medical reports indicated that the civilian injuries were caused by force. Most of the officers named in the complaints stayed on the job,

and only one was found to have acted inappropriately; he was reprimanded and received a "letter of instruction" explaining the actions he should have taken, The AP reported.

One of the highlights of the hearing was a videotape that appeared to show an officer assigned to BIA's Wind River, Wyo., Agency slapping a female suspect's head against a wall. The handcuffed woman had been brought into the agency's booking room, where a video camera used to record arrests captured the incident.

The videotape became a rallying cry for advocates of major reform of the BIA law enforcement system.

"A multi-faceted program to minimize and control police misconduct on BIA-policed reservations is definitely necessary," testified Walter F. Francis, a criminal justice professor at Central Wyoming College in Riverton, who adjourns the Wind River reservation.

The subcommittee's chairman, Representative Bill Richardson (D-N.M.), charged that BIA supervisors, who are supposed to investigate complaints against officers, had no law enforcement training or education. "That's one of the biggest problems in the BIA," Quasula agreed. "You have people in charge of police who have no idea of what police are supposed to do. I don't see how an untrained person could be in charge of police, but that's the way BIA wants it."

Quasula said the supervisors complicate the tension between BIA police and Indians on some reservations. "The leadership is a bit lacking. . . . I'd say that 99 percent of the people that internal affairs investigates are uniformed

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24-26. **Drug-Trak IV Training.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$395

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24-28. **Wire, Oral & Electronic Intercepts.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

26-28. **Tactics for Drug Unit Commanders.** Presented by Rollins College. Orlando, Fla. \$350.

JULY

1-3. **Shotgun Instructor.** Presented by Hocking College. Nelsonville, Ohio.

7-8. **ASP Baton Instructor.** Presented by Hocking College. Nelsonville, Ohio.

8-11. **Police/Media Relations.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

8-12. **Bloodstain Evidence II.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$650.

8-12. **Annual Training Seminar for Law Enforcement Chaplains.** Presented by the International Conference of Police Chaplains. San Jose, Calif.

8-12. **Seminar for the Field Training Officer.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495

8-12. **Pedestrian/Bicycle Accident**

Investigation. Presented by the Institute of Police Technology & Management. Miami, Fla. \$495

8-12. **Photography In Traffic Accident Investigation.** Presented by the Institute of Police Technology & Management. Tallahassee, Fla. \$550

8-12. **Managing Criminal Investigators & Investigations.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495

10-12. **Crime Prevention through Environmental Design.** Presented by the National Crime Prevention Council. San Francisco \$299

14-18. **Vehicular Homicide/DWI Conference.** Presented by the Northwestern University Traffic Institute. Chicago. \$400

15-19. **Symposium for the School Resource Officer.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495

15-19. **Implementing & Managing Community Oriented Policing.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

15-19. **Semi-Auto Pistol.** Presented by Hocking College. Nelsonville, Ohio

15-19. **Police Motorcycle Instructor.** Presented by the Northwestern University Traffic Institute. Milwaukee \$999

15-26. **At-Scene Traffic Accident/Traffic Homicide Investigation.** Presented by the Institute of Police Technology & Management. St. Petersburg, Fla. \$595

16-17. **Confidential Informant Operations.** Presented by Hutchinson Law Enforcement Training, LLC. New Braintree, Mass.

16-19. **7th Annual Crimes Against Child**

reen Seminar. Presented by the Dallas Children's Advocacy Center. Dallas

17-19. **Community Policing Issues.** Presented by the Institute of Criminal Justice Studies. Dallas-Fort Worth \$95

20. **Successful Promotion: A Personal & Career Development Seminar.** Presented by Davis & Associates. Anaheim, Calif. \$125

22. **Use-of-Force Liability Risk Reduction.** Presented by Hocking College. Nelsonville, Ohio

22-26. **Basic Police Motorcycle Operator.** Presented by the Northwestern University Traffic Institute. Milwaukee \$849

22-26. **Inspection & Investigation of Commercial Vehicle Accidents.** Presented by the Institute of Police Technology & Management. Tallahassee, Fla. \$495

22-26. **Police Internal Affairs.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495

22-26. **Pedestrian/Bicycle Accident Investigation.** Presented by the Institute of Police Technology & Management. Phoenix. \$495

23-25. **Symposium on Alcohol & Drug Enforcement.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$325

29-Aug. 2. **Underwater Search & Evidence Recovery.** Presented by the Northwestern University Traffic Institute. Evan-

ston, Ill. \$525

29-Aug. 2. **Advanced Course In Child Protection.** Presented by the Center for Child Protection. San Diego

29-Aug. 2. **Police Instructor.** Presented by Hocking College. Nelsonville, Ohio

AUGUST

5-9. **Accident Scene Mapping for Total Stations & Computer-Aided Drawing.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$675

5-9. **Forensic Animation of Traffic Crashes.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$795

5-9. **Interviews & Interrogations.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495

5-9. **Investigation of Motorcycle Accidents.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495

5-9. **Managing Criminal Investigators & Investigations.** Presented by the Institute of Police Technology & Management. St. Petersburg, Fla. \$495

5-9. **Advanced Course In Child Protection.** Presented by the Center for Child Protection. San Diego

6-8. **Street Survival '96.** Presented by Calibre Press. Memphis. \$179/\$155/\$105.

12-14. **FitForce Coordinator Course.** Presented by FitForce. Hammond, La

12-14. **Street Survival '96.** Presented by Calibre Press. Scottsdale, Ariz. \$179/\$155/\$105

12-16. **Drug Unit Commander Seminar.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495

12-16. **Pedestrian/Bicycle Accident Investigation.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495

12-16. **Practical Hostage Negotiations.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495

12-16. **Undercover Drug Enforcement Techniques.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525

Looking for a Smart Career Move?

Start by turning to the Upcoming Events section in every issue of Law Enforcement News. There's no better way to jumpstart your professional advancement.

For further information:

(Addresses & phone/fax numbers for organizations listed in calendar of events.)

Calibre Press, 666 Dundee Rd., Suite 1607, Northbrook, IL 60062-2727. (800) 323-0037.

Dallas Children's Advocacy Center, Attn.: Jessie Shelburne, P.O. Box 720338, Dallas, TX 75372-0338. (214) 818-2600

Davis & Associates, P.O. Box 6725, Laguna Niguel, CA 92607. (714) 495-8334.

Executive Protection Institute, Arcadia Manor, Rte. 2, Box 3645, Berryville, VA 22611. (703) 955-1128.

FitForce, 1607 N. Market St., P.O. Box 5076, Champaign, IL 61825-5076. (217) 351-5076. Fax: (217) 351-2674.

Hocking College, 3301 Hocking Pkwy., Nelsonville, OH 45764-9704. (614) 753-3591.

Hutchinson Law Enforcement Training, LLC, P.O. Box 822, Granby, CT 06035. (203) 653-0788.

Institute for Management & Police Effectiveness, P.O. Box 20562, Mesa, AZ 85277-0562. (602) 641-8835. Fax: (602) 641-4624

Institute of Criminal Justice Studies, Southwest Texas State University, West Campus, Canyon Hall, San Marcos, TX 78666-4610. (512) 245-3030. Fax: (512) 245-2834

Institute of Police Technology & Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216. (904) 646-2722

International Conference of Police Chaplains, P.O. Box 5590, Destin, FL 32540-5590. (904) 654-9736

Investigators Drug School, P.O. Box 1739, Fort Lauderdale, FL 33312. Fax: (305) 753-9493.

Justice Research & Statistics Association, 444 N. Capitol St., NW, Suite 445, Washington, DC 20001. (202) 624-8560. Fax: (202) 624-5269

Modern Warrior Defensive Tactics Institute, 711 N. Wellwood Ave., Lindenhurst, NY 11757. (516) 226-8383

National Crime Prevention Council, 1700 K St. N.W., Washington, DC 20006-3817. (202) 466-6272, ext. 141

New England Institute of Law Enforcement Management, P.O. Box 57350, Babson Park, MA 02157-0350. (617) 237-4724.

Northwestern University Traffic Institute, 555 Clark St., P.O. Box 1409, Evanston, IL 60204. (800) 323-4011

Bruce T. Olson, Ph.D., P.O. Box 1690, Modesto, CA 95353-1690. (209) 527-0966. Fax: (209) 527-2287

R.E.B. Training International Inc., P.O. Box 697, Avon, CT 06001. (203) 677-5936. Fax: (203) 677-9635.

Rollins College, Public Safety Institute, 1000 Holt Ave., #2728, Winter Park, FL 32789-4499. (407) 647-6080. Fax: (407) 647-3828

Southeastern Public Safety Institute, P.O. Box 13489, St. Petersburg, FL 33733-3489. (813) 341-4500. Fax: (813) 341-4547

Southwestern Law Enforcement Institute, P.O. Box 830707, Richardson, TX 75083-0707. (214) 883-2376. Fax: (214) 883-2458.

A Special Invitation to LEN Readers

Conference on Criminal Justice Education

October 3 - 5, 1996

John Jay College of Criminal Justice
The City University of New York

This conference will explore the current state of criminal justice education from a wide variety of perspectives. The conference will feature a range of presentations including panels, workshops, demonstrations, multi-media displays and poster sessions. Come hear colleagues whose teaching, research, practice, study and experience advance and strengthen criminal justice education. Prospective conference panels address:

- The relationship between the university and criminal justice agencies
- Teaching criminal justice. Innovative approaches and new technologies
- The role of academic research in criminal justice practice
- Criminal justice education in a liberal arts setting
- Associate, baccalaureate, masters and doctoral degrees in criminal justice
- Teaching criminal justice ethics in the classroom and on the job
- International and comparative criminal justice education
- Issues of race, gender and ethnicity in criminal justice education and training
- The forensic sciences in criminal justice education
- Alumni retrospectives on criminal justice programs

For more information, contact:

Dr. Patrick O'Hara
Criminal Justice Education Conference Coordinator
John Jay College of Criminal Justice
445 West 59th Street
New York, NY 10019
212-237-8056; Fax: 212-237-8742

The all-inclusive conference fee of \$60 (\$20 for students) covers Thursday's opening reception, Friday's luncheon and early evening hors d'oeuvres, as well as all panels, plenaries and poster sessions. Plan to attend this rich gathering of criminal justice educators and professionals. Join us this October in the heart of Manhattan, just steps from the best of what New York offers, at the most glorious time of the year.

Capital concerns about policing:



Members of tribes from across the nation gather on Capitol Hill during last September's National Sovereignty Day to protest proposed cuts in Federal spending for American Indian programs. (Wide World Photo)

The
widespread
impact of
budgetary
woes in
policing tribal
reservations.

On Page 1.

Research: The big picture

Jeremy Travis, Director of the National Institute of Justice talks about the current state of affairs, in a special LEN interview.

See Page 10.

